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ABSTRACT

The results of a study conducted by the Education Committee of the Virginia State Chamber of Commerce are presented in this report. The report discusses (1) a survey of attitudes toward public education, covering problems, ratings of teacher and student performance, and suggestions for improvement; (2) the quality and causes of discipline in Virginia and a description of exemplary programs; (3) conclusions concerning economic education accompanied by recommendations; (4) present initiatives, challenges, and concerns for basic skills; (5) roles and responsibilities in career education, the status of career education in the United States and Virginia, its future, recommendations, and opportunities for action; (6) the responsibility for vocational education, the types of schools that are providing it, the current status, development plans, needs and obstacles for vocational education; and (7) the current status of teacher education followed by areas of concern, positive and encouraging trends, and recommendations. The study offers a vehicle to begin discussion and planning on the local level with continuing communications involving the state department of education and related educational agencies. (JK)

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A LOOK AT VIRGINIA
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Virginia State Chamber of Commerce
Richmond, Virginia
1980

A Study Project
Of
The Education Committee
Of The
Virginia State Chamber of Commerce
1980

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The areas of study and the staff consultants were as follows:

Survey of Attitudes—Dr. John Seyfarth, Virginia Commonwealth University

Discipline—Dr. John Seyfarth, Virginia Commonwealth University

Economic Education—Dr. Dennis O'Toole, Virginia Commonwealth University

Basic Education (3 R's)—Dr. Betty Yarborough, Old Dominion University

Career Education—Dr. Carl McDaniels, Virginia Polytechnic Institute and State University

Vocational Education—Dr. Vincent Payne, Virginia State University

Teacher Education—Dr. Robert Ramsey, former Secretary of Education, presently Chancellor of West Virginia Board of Regents

Education organizations such as the Virginia Education Association and Virginia Association of School Administrators played a very important role through their presidents and/or executive directors. Several thousand persons, involving both lay and professional organizations, are hereby thanked for their interest and cooperation.

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of materials. These persons and other members of the staff deserve our special thanks.

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There are many other persons who worked directly with the director and staff consultants and who merit our deepest thanks and gratitude.

H. I. WILETT
W. THOMAS RICE

July 17, 1980

THE VIRGINIA CHAMBER'S EDUCATION PROJECT

FOREWORD

The business community is greatly affected by the product of our public education system. There is a direct relationship between the quality of education and positive factors of economic well being. The business community also has much to contribute, other than taxes, to the more effective functioning of our public education system.

The public school system needs to improve its preparation of students for useful, satisfying, and constructive lives. The Virginia Chamber and its membership can assist in many ways. Accordingly, the Chamber wishes to develop a closer partnership with public education to identify needs, recognize strengths, and assist in the correction of deficiencies.

To prepare for a more effective role, the Chamber established the Educational Foundation of the Virginia State Chamber of Commerce in 1976. The Foundation became the financial arm of the Chamber to support its educational activities.

A proposal setting forth the Chamber's plan of action was approved by the Board of Directors on January 13, 1978. This action created a single Education Committee which represented the consolidation of the former Free Enterprise Committee, the Education Committee, and the Economic Education Committee.

Activities of the Education Committee

The new Education Committee, under the chairmanship of Mr. W. Thomas Rice, chairman emeritus of Seaboard Coast Line Industries, Inc., began a careful study of its responsibilities and developed an initial plan of action in harmony with the guidelines set by the Board of Directors.

The Education Committee employed Dr. H. I. Willett, former superintendent of schools for the City of Richmond and former acting president of Virginia Commonwealth University, as part-time director of the education department on August 1, 1979, and authorized him to prepare an action program for the consideration of the Education Committee within the limits of the financial resources available to the Education Foundation.

A plan was developed and approved that identified specific areas of study in cooperation with the Virginia State Department of Education and other educational agencies. These studies included a survey of attitudes of Virginians toward education, their concerns and suggestions for improvement. Other areas of study related to the Chamber's major concerns, which were basic education (3 R's), economic education, career education, vocational education, teacher education,

and discipline. Professional educators were selected to study and report on each of these areas by concentrating on four questions: What is the present status of education in the area of study? What are the plans for the future development and improvement? What are the major challenges and obstacles to meeting these goals? What can the Chamber of Commerce do to be most helpful in the process of improvement?

Future Activities

The present study offers a vehicle to begin discussion and planning on the local level with continuing communications involving the State Department of Education and related educational agencies. Therefore, the Chamber now needs a permanent director and staff assistance to promote discussion and planning between education, business, and community leaders on the state, regional, and local levels.

The Education Committee of the Chamber should continue to be the advisory and governing board for the program within the policies set up by the Chamber's Board of Directors. The Education Committee membership should represent a cross section of the community.

The details of implementing such a program will be the responsibility of the director as approved by the Education Committee within the policies of the Chamber's Board. The program should tie in closely with the objectives of the State Board of Education as related to its six year plan.

Some Results of the Study

The Chamber's study has already produced some positive results in that major areas of concern have been recognized and corrective actions suggested. In some instances the results of the survey appear in conflict. For example, instruction in the basic skills was rated rather high and at the same time a clear call was made by both lay and professional groups for more stress on reading, writing, mathematics, and science.

Discipline was recognized as a very complex problem that requires better understanding and support from the home and related community agencies. However, the picture of a "Blackboard Jungle" does not apply in general to Virginia public schools.

The report gives a good description of vocational and career education with a clear picture of the differences, which is important to continued progress in each area.

The effectiveness of economic education was rated low by both lay and professional groups, but the recognition of the need for improvement is encouraging.

Better teacher training programs in colleges and universities and better inservice training for teachers were rated by both lay and

professional groups as holding the most promise for improving the quality of instruction in the public schools.

In some cases average scores on test results for the state are encouraging. However, disparities in achievement among the various school divisions presents real cause for concern.

There has not been as wide a variation between professionals and the lay public in identifying major concerns as might be expected.

The study revealed a reasonable degree of confidence in the public schools, but issues a clear call for improvement in a number of areas with emphasis on priorities and adequate support.

SURVEY OF ATTITUDES TOWARD PUBLIC EDUCATION IN VIRGINIA

DR. JOHN T. SEYFARTH
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Introduction

The Virginia State Chamber of Commerce sponsored this study of attitudes of members of a number of organizations toward public schools in the state. The organizations surveyed all have some interest in the public schools. Some of them represent individuals for whom education is a livelihood; others include people who make important decisions affecting the schools.

Fourteen groups were surveyed by mail questionnaires. All members of some groups were contacted, and in other cases, members were sampled. Usable responses were received from 818 individuals, a response rate of 51 percent. The groups surveyed were:

Lay groups

Virginia State Chamber of Commerce
Virginia Congress of Parents and Teachers
Virginia School Boards Association
Virginia Municipal League
Virginia Association of Counties
Virginia Corporation Personnel Officers
General Assembly

Professional groups

Virginia Education Association
Virginia Association of School Administrators
Virginia Association of Secondary School Principals
Virginia Association of Elementary School Principals
Virginia Vocational Education Association
Virginia Association of College Registrars and Admissions Officers
Virginia Association of Colleges of Teacher Education

This report contains highlights of the findings of the study. The report is divided into three sections: Problems of the Public Schools, Rating the Schools' Performance, and Suggestions for Improvement.

Problems of the Public Schools

Each year the Gallup Organization conducts a nationwide study of public attitudes toward the schools. In the most recent study, 22

items were identified as problems faced by the schools. Twelve of those items were listed in the Chamber of Commerce questionnaire, and respondents were asked to indicate the frequency of occurrence of each problem in the schools they were most familiar with. Their ratings appear below.

Average Ratings of Frequency of Occurrence Of Problems of the Public Schools

Problem	Group	
	Lay (N = 344)	Professional (N = 460)
Parents' lack of interest	2.30	2.27
Lack of discipline	2.25	2.00
Use of dope/drugs	2.19	2.00
Pupils' lack of interest	2.00	2.16
Use of alcoholic beverages	1.96	1.80
Lack of financial support	1.85	2.34
Crime/vandalism	1.84	1.76
Difficulty getting good teachers	1.77	1.87
Teachers' lack of interest	1.76	1.58
Large schools/overcrowding	1.64	1.67
Poor curriculum/poor standards	1.61	1.47
Integration/busing	1.50	1.34

1—Seldom occurs; 2—Occasionally occurs; 3—Frequently occurs.

Lack of discipline, which was mentioned most often by Gallup's respondents, was second in frequency of mention among lay respondents in this study. Parents' lack of interest in the schools was rated the most common problem, and drug use ranked third. Professionals rated lack of financial support, lack of parent interest, and lack of pupil interest as more common problems than discipline. Use of drugs in schools tied with discipline as the fourth most common problem in schools mentioned by professional respondents.

Virginians believe that parents should take more responsibility for their children's learning than they now do, according to answers to another question. Twenty-six percent of the respondents indicated that responsibility should be shared equally by parents and teachers. Only 2 percent felt that teachers should mainly bear that responsibility. However, a different picture emerged when respondents were asked what actually occurs. Only 10 percent of the respondents reported that parents are actually mainly responsible for encouraging children to learn, and 21 percent felt the responsibility is shared equally.

Rating the Schools' Performance

Overall, Virginians gave high marks to the public schools, and they tended to rate the schools in their own communities higher than those elsewhere. As shown below, 9 percent of respondents gave a grade of A to their own community schools, compared with only 1 percent

who gave A to schools outside their own communities. About one-half of the respondents thought schools in their community rated a B, compared to 32 percent who gave B to schools elsewhere. Respondents' ratings were affected by the type of school attended by their own children. Persons whose children attended public schools rated them higher than any other group, followed in order by those with no children in school, those with children in both public and nonpublic schools, and those with children in nonpublic schools only.

Comparison of Grades Given Public Schools in Respondents' Own Community and Elsewhere

Grade	Schools in Own Community		Schools outside Own Community	
A	77	9%	9	1%
B	406	50%	260	32%
C	255	31%	374	46%
D	51	6%	40	5%
Fail	12	2%	2	—
No response	17	2%	133	16%

Respondents' ratings of specific items of performance in the school are shown in Table 1. Sixty percent or more of the individuals responding gave ratings of good or excellent on three performance items: Preparing students for college, teaching basic skills, and teaching vocational skills. Only one item received poor ratings from as many as 25 percent of the respondents. That was teaching about economic systems. Two other items were rated poor by about 20 percent of the respondents. Those items were: challenging talented and gifted children and teaching about the dangers of drug and alcohol abuse. Professional respondents rated the schools more favorably than did lay persons on all items.

The ultimate test of the schools' effectiveness comes when their graduates seek employment. Personnel directors of 39 Virginia firms which employ high school graduates supplied ratings on the attitudes, knowledge, and skills of recent graduates employed by their companies. Their ratings appear in Table 2. The number of graduates employed by the reporting firms totaled 1611, an average of 41 employees per firm. The personnel directors rated the employees highest in their ability to get along with other people and willingness to take directions and lowest in mathematics, reading, and ability to express ideas.

TABLE 1

Ratings of Schools in Selected Performance Areas (All Respondents)

Area	Number and Percent Rating Schools Good or Excellent N	%	Number and Percent Rating Schools Poor N	%
Preparing students for college	523	64.1	48	5.9
Teaching basic skills	509	62.3	40	4.9
Teaching vocational skills	494	60.4	58	7.1
Teaching history and government	446	54.6	55	6.7
Offering programs for handicapped	437	53.4	90	11.0
Helping students choose an occupation	278	34.1	148	18.1
Challenging gifted students	275	33.7	174	21.3
Helping social development	253	30.9	124	15.2
Teaching respect for cultural differences	253	30.9	131	16.0
Teaching dangers of drug/alcohol abuse	252	30.8	160	19.6
Teaching about economic systems	166	20.3	209	25.6

TABLE 2

Personnel Directors' Ratings of Recent High School Graduates

Knowledge/Ability/Attitude	Average rating (N = 39)
Ability to get along with others	2.18
Willingness to take directions	2.00
Mechanical/clerical skills	1.97
Ambition, desire to get ahead	1.95
Reliability and dependability	1.92
Mathematics skills	1.61
Reading comprehension	1.53
Ability to express ideas	1.50

1—Weak; 2—Adequate; 3—Strong.

Respondents were asked to rate the return on the taxpaying public's investment in the schools today as compared to ten years ago. Lay respondents rated the return slightly lower today than earlier, while professionals indicated a belief that the return is about the same today as in 1970. Parents of children in public schools also rated the return on investment in education about the same, as did respondents with no children in school and those with children in both public and nonpublic schools. Only persons with children enrolled exclusively in nonpublic schools viewed the investment as producting a lower rate of return than ten years earlier.

To a great extent, schools' effectiveness depends on the knowledge and ability of teachers. Respondents in the Chamber of Commerce study were asked to rate teachers' knowledge in eight areas of competence using a four point scale. As shown in Table 3, lay respondents rated teachers highest in knowledge of teaching field and lowest in ability to work with gifted children. Professionals rated teachers most knowledgeable in their teaching field and least knowledgeable of handicapped children. The largest differences between lay and professional ratings were on items having to do with knowledge of teaching field, classroom management, and ability to motivate children.

TABLE 3

Ratings of Virginis Teachers' Knowledge and Skills

	Average ratings	
	Lay (N = 323)	Professional (N = 452)
Knowledge of teaching field	2.80	3.17
Knowledge of teaching techniques	2.56	2.78
Knowledge of child development	2.38	2.40
Classroom management skill	2.22	2.59
Knowledge of disadvantaged children	2.16	2.22
Knowledge of handicapped children	2.11	2.04
Ability to motivate children	2.10	2.37
Ability to work with gifted children	2.07	2.15

1—Poor; 2—Fair; 3—Good; 4—Excellent.

Another measure of the respondents' views of teachers' competence was obtained from questions regarding whether teachers should be required to pass a state examination before being certified to teach and periodically after starting teaching. Such examinations are required in some other professions. A third question asked whether administrators should have to take periodic examinations to show they are keeping up with new developments in school management. More than half of the respondents favored a state board examination for teachers, and nearly 50 percent approved of the other two proposals, as shown below. Professional respondents were less supportive of these proposals than lay persons.

	No		Undecided		Yes	
	N	%	N	%	N	%
Require board examination for teachers?	241	30	128	16	446	55
Require periodic tests for teachers?	270	33	158	19	387	47
Require periodic tests for administrators?	268	33	160	20	387	47

Suggestions for Improvement

Several questions on the survey questionnaire dealt with ways of improving the schools. Respondents were asked to rate nine proposals for improving the way students are prepared for further study or work after high school as not needed or possibly or definitely needed. The results are reported in Table 4. More attention to teaching reading and writing was rated most needed and more stress on mathematics and science ranked second as a needed improvement.

TABLE 4

Ratings of Need for Suggested Changes to Prepare Students for Work or Study after High School

Suggested change	Rating: Not needed		Possibly needed		Definitely needed	
	N	%	N	%	N	%
More stress on reading and writing	28	3	157	19	626	77
More stress on mathematics and science	36	4	287	35	488	60
More courses in how to study	62	8	333	42	407	51
Encourage noncollege options	62	8	327	41	402	51
More emphasis on the economic system	52	7	378	48	358	45
More counseling services	95	12	370	46	332	42
Opportunities for independence/ responsibility	114	14	359	46	316	40
More stress on vocational courses	119	15	383	48	295	37
More experience in community settings	113	15	417	54	248	32

Proposed ways of improving the schools were presented to respondents on another question, and they were asked to rate the amount of improvement likely to result from adoption of the proposal. The summary of responses appears in Table 5. Both professional and lay respondents ranked improved teaching training programs as most promising of the proposals for bringing about better quality instruction in the schools. Offering improved inservice training for teachers was ranked second by lay respondents; professionals placed higher teacher salaries in second place. Least promising of the proposals in the view of lay respondents was additional planning time for teachers, while professionals reported lowest confidence in actions to involve the community more often in educational decisions.

TABLE 5

Ratings of Suggested Ways of Improving Instruction

Proposal	Average Lay (N = 347)	Average Professional (N = 456)
Better teacher training programs	2.54	2.62
Better inservice training	2.22	2.40
Better informed administrators and supervisors	2.04	2.18
Raising teachers' salaries	1.95	2.32
Involving community more in educational decisions	1.92	1.78
Lower pupil-teacher ratios	1.84	2.25
Employing more counselors	1.71	1.94
More equipment and materials	1.68	1.97
Employing more aides	1.68	1.98
More planning time for teachers	1.63	1.96

1—Little improvement; 2—Some improvement; 3—Much improvement.

When responses to this question were analyzed by region, it was found that improved teacher training was rated most promising of the proposed changes in five of the seven regions of Virginia. The exceptions were Northern Virginia, where lower pupil/teacher ratios was rated higher, and Northern Neck, where improved in-service training programs for teachers received the nod. As shown in the summary below, the lowest rated of the proposals varied from region to region.

Region	Rating of Expected improvement Lowest	Highest
Northern Virginia	Involving community	Employing more teachers
Tidewater	Employing more counselors	Improved teacher training
Northern Neck	More planning time	Better inservice
Southwest Virginia	Employing more aides	Improved teacher training
Shenandoah Valley	More planning time	Improved teacher training
Central Virginia	More materials and equipment	Improved teacher training
Southside	Involving community	Improved teacher training

As reported earlier, raising teacher salaries was seen by both lay and professional groups as a way of improving the quality of instruction in schools. Some data from the survey give an idea of the salary that respondents believe teachers actually make and how much they think teachers should receive for their work. Lay respondents believe that beginning teachers now receive salaries of about $9,600 on the average, and they favor increasing that amount to about $11,600. Professional respondents reported that beginning teachers they know actually earn about $9,400, and they would like to see that figure increased to about $12,400. The present average beginning salary for teachers is $9,500.

Both lay and professional respondents felt that outstanding teachers should receive special rewards and recognition for their work, although the professionals held that belief less strongly than did members of lay groups. Both groups agreed that outstanding teachers actually receive very few rewards or recognition for their work.

One recent effort to improve the quality of educational offerings in schools is the requirement that students must pass minimum competency tests demonstrating knowledge of basic subjects in order to graduate from high school. Respondents were asked to judge the likelihood of some possible outcomes of minimum competency tests on individuals and schools. Results are reported in Table 6.

There is strong agreement that minimum competency testing would force schools to offer more remedial programs than at present. Eighty-seven percent of all respondents believe that outcome is likely to occur. Almost three-fourths believed that competency tests would have the effect of forcing schools which are doing a poor job to improve. On the remaining items, opinion was more evenly divided. A majority of respondents feel that the diploma will mean more as a result of the tests, that students will take their schoolwork more seriously, and that teachers will have to work harder. Professionals took a slightly less optimistic view of the benefits of minimum competency testing than lay respondents, rating favorable items as less likely and unfavorable ones as more likely to occur.

TABLE 6

Likely Outcomes of Minimum Competency Testing (All Respondents)

Outcome	Number and Percent Rating Outcome "Likely to Occur" N	%
More remedial programs offered	709	87
Poor schools will improve	599	73
Diploma will mean more	481	59
Students will take work more seriously	460	56
Teachers will work harder	459	56
Standards will be raised/ students will learn more	394	48
More students will drop out	382	47
More students will fail	305	37

Respondents agreed that high school students should put in more time on homework than they do at present. Results of questions asking how much time high school students actually spend on homework each day and how much time they should spend showed that students spend less than one hour each day on homework but that about one-and-a-half hours should be expected.

Perhaps greater emphasis on homework would improve the reliability

of high school grades as predictors of success in college. College registrars and admissions officers were asked to rate the reliability of high school grades and of other predictors of college success. Overall grades in high school received highest marks from these officials, followed in order by rank in class, English grades, and math grades. Admission test scores and letters of recommendation ranked lowest among the six indices. None of the predictors was rated highly reliable. Overall grades, the highest rated of the six items, received a score slightly higher than "somewhat reliable." These results are shown below

College Admissions Officers' Ratings of Reliability of Various Predictors of Success in College

	Average rating (N = 36)
Overall high school grades	2.17
Rank in senior class	2.09
High School English grades	2.08
High School math grades	2.06
Admissions test scores	1.97
Letters of recommendation	1.69

1—Not very reliable; 2—Somewhat reliable; 3—Highly reliable

Summary

The picture that emerges from the survey shows that the public holds a generally favorable view of public schools in Virginia. Among issues about which lay and professional persons express most concern are parents' lack of interest, lack of financial support, and lack of discipline. Respondents believe that teachers have adequate knowledge and skill to do a good job in the classroom, but they also feel that additional improvement is possible. There is moderately strong support for proposals to require teachers and administrators to pass periodic tests of their knowledge.

There is support for changes in curriculum to place more stress on reading, writing, mathematics, science, and economic education. Among lay persons, there is considerable faith in the power of competency tests to bring about improvements in the quality of school programs.

STUDENT DISCIPLINE IN VIRGINIA SCHOOLS: PROBLEMS AND PROSPECTS

DR. JOHN T. SEYFARTH
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Introduction

School discipline has received considerable attention recently. The public has heard claims that children are safer on the streets than in school and has read about schools in which students are afraid to enter restrooms and teachers travel in pairs for safety. Those descriptions do not fit the majority of Virginia schools; with perhaps a few exceptions, schools in Virginia are not places of lawlessness or random violence. However, that is not to say that Virginia schools are without problems.

In this report we will examine the quality of discipline in Virginia schools and present some examples of exemplary programs. Information contained in the report comes primarily from two sources. Many of the findings are from a statewide survey of secondary school principals. The survey was limited to secondary schools to limit costs and because discipline is believed to be a more severe problem in schools at that level. The second source of information for the study was interviews with 20 individuals in schools, the State Department of Education, and the federal government. Detailed information about the survey and the interviews is available from the author.

The study addresses four questions:

1) What is the status of discipline in Virginia schools?
2) What is being done to improve the quality of discipline where there are problems?
3) What are the obstacles to improving discipline?
4) What might the State Chamber of Commerce do to assist in this venture?

One difficulty in generalizing about discipline is that, while there are many opinions, there is little agreement about what constitutes "good" discipline. Virginians favor strict discipline in schools, but the evidence suggests that discipline has many dimensions, of which strictness (or leniency) is only one. This research will perhaps lead to greater awareness of the complex nature of school discipline and to appreciation of the fact that improved discipline requires thought, effort, and cooperation.

Discipline: Causes and Responses

Several elements have contributed to conditions that have led to present problems with discipline in the schools. One is changing attitudes toward authority. David Johnson, who is executive secretary

of the Virginia Education Association, says that the large majority of students are well behaved but that they are quicker than their predecessors to challenge authority and to demand an explanation of reasons for an order before they carry it out. Johnson believes that adults sometimes think students are defiant when the students see themselves as merely seeking clarification.

A second change affecting discipline is the trend away from sentencing juveniles for status offenses (that is, behavior which would not be illegal if committed by an adult). Support services for juveniles in Virginia are inadequate, and schools must by default try to cope with disruptive youngsters for whom no other agency is willing to take responsibility.

Families increasingly are shifting responsibility for discipline onto the schools. They also hold the schools accountable for their children's academic success. Many parents no longer are willing to accept that failure may be attributable to lack of motivation or ability. They expect the schools to find ways to adapt programs to the child rather than expecting the child to adapt to the program.

Legislation requiring schools to educate all youngsters, including those with mental and emotional handicaps, has brought an awareness that traditional approaches to discipline may not be suited to these children and that, indeed, certain common responses may be illegal when applied to handicapped youngsters. As a result, school administrators are searching for individualized approaches to discipline and methods of preventive discipline. The survey of principals revealed widespread use of several such approaches in Virginia schools. The findings are summarized below.

Alternative	Percent reporting use	
	Jr. High/Middle schools (N = 148)	High schools (N = 197)
Time out (removing child from class to cool off)	88%	72%
In-school suspension (removing child from class but keeping at school)	83	63
Behavior modification (rewarding desirable behaviors with appropriate reinforcers)	80	56
Special class (assigning disruptive children to separate class)	43	29
Withdrawal (allowing child to leave class to avoid confrontation)	34	28
Work-study (on-the-job training to prepare for a job)	28	78
Other	14	16

The emphasis in five of the options is on prevention rather than punishment, and one approach is primarily instructional, perhaps indicating that the sharp distinction between instruction and discipline is fading.

Quality of Discipline in Virginia Schools

A large majority of secondary principals whom we surveyed rated the quality of discipline in their schools "about right," and many of them indicated that a majority of parents, teachers, and counselors agreed. Only students, in the opinion of the principals we surveyed, did not share that view. The figures are reported below.

	Percent of principals attributing rating of discipline (N = 345)		
	Too lenient	About right	Too strict
Parents	19%	59%	21%
Teachers	37	62	1
Counselors	7	86	6
Students	2	27	70
Principals	9	88	3

Principals who responded to the survey identified three student behaviors that were of most concern to teachers and three that were of most concern to themselves. The most frequently mentioned concerns of teachers are listed below:

Teachers' concerns	Percent naming item	
	Jr. High/Middle Schools (N = 148)	High Schools (N = 197)
Lack of interest, apathy	83%	85%
Talking, interrupting classes	57	35
Rude, defiant behavior	53	37
Failure to complete assignments	47	40
Truancy, missing school, cutting class	21	57

Talking and interrupting classes declined as a source of teacher concern in high school, as did rude, defiant behavior. Truancy, on the other hand, increased.

The list also included some items not mentioned above. Students' inability to get along with others was mentioned as a concern of teachers by 20 percent of middle school principals and 3 percent of high school principals. Use of drugs, alcohol, and tobacco was cited by 7 percent of middle school principals and 18 percent of high school principals as a concern of teachers.

Ten percent of high school principals and 2 percent of middle school administrators named cheating as a source of concern to teachers. Of the remaining items (vandalism, petting, and theft), none was mentioned by more than 5 percent of respondents at either level.

Principals' concerns differed slightly from those they attributed to teachers. Fewer middle school administrators named student apathy, interrupting classes, and incomplete assignments but more of them were bothered by rude and defiant behavior, truancy, students'

inability to get along with others, and by their use of drugs, alcohol, and tobacco.

High school principals were less concerned than their teachers about student apathy, failure to complete assignments, and talking and interrupting classes but were more concerned about truancy, defiant behavior, use of drugs-alcohol-tobacco, vandalism, and theft.

The Standards of Quality mandate that by September 1980 all school divisions must have implemented a plan to "assist students to achieve self-direction and responsible citizenship." More than three-fourths of the school administrators who responded to the Chamber of Commerce survey of attitudes toward public education indicated that discipline policies were in effect in their school divisions, and 21 percent reported that a policy was being developed. Among those with policies in effect, 5 percent rated them "not very effective," 56 percent "somewhat effective," and 39 percent "very effective."

Involvement in Discipline

One indicator of effective discipline is the extent of involvement in establishing and implementing discipline policies. Principals rated the degree of involvement of parents, students, counselors, teachers, and administrators in making and enforcing school rules. Results for involvement in making rules appear below.

	Percent of reported involvement in making rules (N = 345)		
	None or slight	Moderate	Extensive or total
Parents	72%	25%	3%
Students	64	30	5
Counselors	43	36	20
Teachers	10	47	42
Administrators	—	4	95

Parents were reported less involved than any other group, yet one-fourth of the principals rated parent involvement moderate or above. More than half of the principals rated counselors at least moderately involved in making rules, and close to 90 percent indicated that teachers were moderately involved or more in making rules.

Reports of involvement of the same groups in enforcing school rules are summarized below. Only teachers and administrators were reported as more involved in enforcing than in making rules.

	Percent of reported involvement in enforcing rules (N = 345)		
	None or slight	Moderate	Extensive or total
Students	83%	12%	3%
Parents	74	19	5
Counselors	56	26	17
Teachers	6	29	65
Administrators	—	1	98

Principal's Role in Discipline

School principals seek to accomplish several ends through discipline. The emphasis placed on these various purposes varies depending on the school, the personal beliefs of the administrator, and the attitudes of others.

Administrators' actions vary depending on the purposes they seek to accomplish. Taken together, these behaviors constitute disciplinary "roles" which administrators enact in an effort to accomplish valued ends. Four of these roles were described to principals in the survey, and they were asked to rank them based on their agreement with them. Many principals found it difficult to assign rankings to the roles. Nevertheless, 299 respondents—131 middle school and 168 high school—were able to prioritize the choices in some order. The discussion which follows is based on those responses.

The four disciplinary roles were:

Role A—To support and reinforce the teacher's authority.

Role B—To establish and enforce rules which help teachers achieve the school's instructional objectives.

Role C—To help children learn the need for rules in regulating group life.

Role D—To protect and safeguard the rights and safety of individuals.

Overall, principals in Virginia secondary schools agreed most strongly with Role B (helping teachers achieve instructional objectives). Role D (protecting rights and safety) was ranked second; Role C (helping children to learn the need for rules) ranked third; and Role A (supporting teachers' authority), fourth.

Principals' preferences of disciplinary roles were related to their reports of involvement in making and enforcing school rules. In schools in which parents and students were more highly involved, principals more often preferred Role C, but in schools in which teachers were more highly involved, Role A was chosen more often.

Schools and Community Characteristics

Most school officials believe that the type of program a school offers and the characteristics of the student body and community are related

to the nature and extent of discipline problems experienced. Among school characteristics of interest are the level and size of school and academic or vocational program emphasis. Community location and type are also of interest.

School size had little overall relationship to principals' reports of teachers' concerns but was related to specific items. Lack of interest (apathy) was less frequently mentioned as a teacher concern in large schools. That finding is somewhat surprising, since apathy is associated with impersonalness, which is thought to be a characteristic of large schools.

Truancy was related both to the level and size of schools. It was a reported concern of more teachers in large than in small schools at both middle and high school levels. The proportion of principals who attributed concern about truancy to teachers was 18 percent for small middle schools, 25 percent for large middle schools, and 49 percent and 63 percent respectively for small and large high schools.

Concern about students' failure to complete assignments was most frequently mentioned by principals of small middle schools and least often by principals of large high schools, with large middle and small high schools falling between those extremes.

Use of drugs, alcohol and tobacco was cited most often as a teacher concern by principals of high schools. However, the frequency of mention of that item in large middle schools was within one percentage point of the rate in small high schools. Small middle schools were far behind.

Drug-alcohol-tobacco use was also named more often as a concern of teachers in high schools with a larger proportion of students who attend college. A high rate of college attendance was also associated with less teacher concern about student apathy.

Since communities differ in values, attitudes, wealth, and exposure to various social forces, schools in different types of communities exhibit different kinds of discipline problems. Principals of rural Virginia schools reported lower levels of teacher concern about theft compared to schools in other types of communities.

Principals of small town schools reported less teacher concern about rude and defiant behavior. Suburban school principals reported lower levels of teacher concern related to truancy and apathy and more concern regarding drug-alcohol-tobacco use.

Principals of central city schools reported lower teacher concern about vandalism and failure to complete assignments and higher levels of concern among teachers about students' inability to get along with others and apathy.

Police and Courts

Effective discipline requires close cooperation among a number of individuals, groups, and agencies. Two agencies that are intimately

involved with discipline are the juvenile courts and local police departments. Unfortunately, the schools, police, and courts do not always cooperate with one another as fully as might be desired.

Charges of lack of support, interference, and indifference among the agencies are not uncommon, but such charges contribute little to bettering relations. The problem seems to stem from a lack of understanding of other agencies' missions and capabilities and from attitudes of defensiveness and protectiveness. Despite these problems, there are communities where these agencies get along well. Conditions in Norfolk City and Chesterfield, Pittsylvania, and Rockbridge Counties exemplify the mutual respect and cooperation that might well be emulated in other areas. (Citing those examples is not intended to imply they are the only cases of such cooperation, however).

From the schools' point of view, there are two keys to achieving a cooperative relationship with the police and courts. Most important is to commit sufficient resources for the job. Our conversations suggested that cooperative relationships are nurtured by frequent interaction, much of it of an informal nature. A second key to success is to employ people who are familiar with the mission and operations of other agencies. In some cases, that involved hiring people who have had experience with the juvenile justice system; in other cases it meant finding people who were willing to devote the time to learn about other agencies.

The secretaries of education and of public safety recently reported to the General Assembly suggestions for achieving greater cooperation between schools and the juvenile courts and recommendations for implementing the suggestions. Among the committee's recommendations: That all school divisions furnish copies of disciplinary regulations to the courts and that both agencies consider prior actions of the other in administering discipline. House Document No. 4 (1980) is available from the legislative information office and is recommended reading for all those with responsibility for student discipline.

Summary

A number of social forces, including changing attitudes toward authority and declining support from families, have contributed to creating increased problems of discipline in schools. Despite these problems, most Virginia schools appear to be doing a reasonably good job of managing student discipline. A trend toward more firmness in dealing with students is evident, although discipline was probably never as lax as many people believed. The codification of rules should lead to further improvement, both by making students aware of the rules and of the consequences of breaking them and by requiring fewer discretionary decisions by teachers and principals.

The survey showed that many school principals now acknowledge

the need for individualized responses to misbehavior by employing a variety of disciplinary options that were rarely used ten years ago. Some school divisions are making commendable efforts to develop truly cooperative working relationships with other community agencies and to involve parents and students in meaningful ways in disciplinary decisions. These efforts should continue and spread.

The State Chamber of Commerce might contribute to the task of improving discipline in schools by helping to promote dialogue among the many parties that are interested in school discipline and by using its prestige to support restoring to the schools some of the authority and respect that have eroded in recent years.

Exemplary Programs

The marks of good school discipline are firmness, fairness, and respect. Schools with those qualities usually have effective discipline, although they may receive little publicity. It is not our intention to suggest that schools must have special programs in order to achieve effective discipline. To the contrary, we believe that special programs may help if a sound foundation already exists, but lacking that, they accomplish little. The programs cited in this section are illustrative; they do not constitute a comprehensive list. Additional information is available from the contact person. Any errors are the sole responsibility of this author.

Name of program: *School Team Pilot Program for Preventing and Reducing Crime and Disruptive Behavior*

Location: Portsmouth City Schools

Contact: Horace S. Savage, Jr., Assistant Superintendent for Administration

Description: Teams consisting of a counselor, principal, parent, teacher, student, probation officer, and school-community worker are trained in group techniques, conflict resolution, and listening skills. An action plan is developed for each school, and team members involve others in carrying out the plan. A community team composed of members of neighborhood civic clubs extends and reinforces skills learned by participating students at school. Program is supported by a grant from the Law Enforcement Assistance Administration. Four schools will take part during the 1980-81 academic year.

Name of program: *Parent Education Program*

Location: Elizabeth Redd Elementary School, Richmond

Contact: Ellen F. Curry, Principal

Description: A full-time, paid parent education coordinator directs

a number of activities involving parents in the educational process. Coordinator visits homes of preschool age children to help mothers prepare them for school and plans programs of interest to parents. Coordinator also works with a parent advisory council which provides parents' viewpoint on important issues facing the school. Although not directly related to discipline, the program builds goodwill in the community and has carryover effects in a number of other areas.

Name of program: *Madison Alternative High School*

Contact: Norfolk City Schools

Contact: John C. Osteen, Principal

Description: Madison offers a varied program, including a contract learning unit (CLU) for students who are subject to expulsion from school. CLU offers a "last chance" for these youngsters. Madison offers instruction in basic skills and a small teacher/pupil ratio. Students in CLU must adhere to strict rules (90 percent attendance, no suspension for major rule infraction and no more than one suspension for minor rule infraction during 18 weeks). If successful, the child has the option of returning to a regular high school or continuing in one of Madison's other programs. Osteen reports that about 70 percent of the students who enter the CLU stay the full 18 weeks. Of those who return to a regular high school, about half succeed. He estimates that 90 percent of those who stay at Madison succeed.

Name of program: *Point Option Alternative High School*

Location: Newport News City Schools

Contact: Charles G. Miller, Principal

Description: Point Option enrolls about 200 students in grades 9-12 with a fairly traditional curriculum and small (15:1) pupil-teacher ratio. Atmosphere is informal and students are free to leave when not in class. Uses community resources and work-study type programs. Point Option does not admit students who have been expelled for violent acts, but it will take students who are habitually truant. Miller says the school seeks to "turn kids back on" to school. Students take an active part in school governance and informally monitor and enforce school rules. Key to the school's success, according to Miller, is that kids like the school and want to stay.

Name of program: *Students Organized for Developing Attitudes (S.O.D.A.)*

Location: 48 school divisions in Virginia

Contact: Jeanne L. Bentley, Supervisor of Health and Physical Education, Virginia Department of Education

Description: Teams of a boy and a girl from local high school visit elementary school classrooms to talk with younger students about drug, alcohol, and tobacco usage, vandalism, etc. Bentley reports that drug abuse among students has declined but alcohol use among upper elementary and middle school students is increasing. Changing conditions are reflected in new emphases in the program.

Name of position: *Coordinator of Discipline*

Location: Chesterfield County Schools

Contact: John C. Baskerville, Coordinator

Description: Chesterfield County is probably unique in employing an individual to assist schools with individual discipline cases. Mr. Baskerville describes his job as "helping resolve conflict that cannot be resolved at the school level." He works closely with the juvenile court, commonwealth's attorney, parents, principals, and students in a coordinated effort to reduce truancy and other school behavior problems.

Name of program: *Drug and Alcohol Abuse Education Program*

Location: Prince William County Schools

Contact: Gary D. Martin, Supervisor of Health, Physical Education and Safety

Description: Prince William County's Drug and Alcohol Abuse Education Program is typical of similar programs offered in a number of school divisions. From kindergarten through grade 9 or 10, students receive periodic instruction to make them aware of the potential effects of drugs, alcohol and tobacco on the individual and society. Students learn to identify common substances and their effects on the body, and they examine reasons for and alternatives to drug use. Instruction is by health teachers in grades 6 through 10 and regular classroom teachers in grades K-5. Inservice training is provided for teachers with assistance from the County Mental Health Association and other local health agencies. No information is available on the effectiveness of the program.

Name of program: *Proposed Program under Title VI of the Emergency School Aid Act*

Location: Henry County Schools

Contact: Lewis Morgan, Director of Federal Programs
Dr. V. Wendell Hylton, Virginia Department of Education

Description: Funding is now pending on this program, which ranked number one among 22 proposals submitted by Virginia school divisions. The program is scheduled to begin operation fall 1980.

It consists of two components involving students in 11 schools in grades 7-9. Using a student team learning model developed at the Center for Social Organization of Schools at Johns Hopkins University, one component is designed to enhance students' self esteem and sense of responsibility. Second component involves parents and community agencies and civic clubs to reinforce and extend learning from first part.

Name of program: Title VI—*Emergency School Aid Act Program*

Location: Pittsylvania County Schools

Contact: Kirby Wright, Visiting Teacher

Description: Program uses a model developed by the Educational Research Council, Cleveland, Ohio, to help selected junior high and high school students understand how their behavior affects how other feel about and behave toward them. Discipline referrals will be analyzed to identify the most common infractions cited by teachers and most frequent offenders. Follow-up inservice training will offer teachers alternative ways of coping with disruptive children.

ECONOMIC EDUCATION IN VIRGINIA'S PUBLIC SCHOOLS

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SURVEY ON ECONOMIC EDUCATION IN VIRGINIA'S PUBLIC SCHOOLS

Introduction

Elementary and Secondary students will be exposed continuously over their lifetimes to a wide variety of economic issues in their roles as consumers, workers, and citizens. In a survey conducted by the *Richmond Times Dispatch*, the ten prime issues of the 1970s were:

1. Inflation
2. Oil price and supply rate
3. Record prime lending
4. Price and Supply of all fuels
5. Food prices
6. 1975 recession
7. Record residential mortgage
8. Federal regulations
9. Vietnam war
10. Watergate/Nixon's resignation

The first eight of these issues are mainly economic in nature and have implications for almost every U.S. citizen. The institutional sources of information which provide an understanding of these issues comes from:

1. Schools
2. Media
3. Workplace
4. Church

It is impossible to ascertain the quantity and quality of economic education provided from each of these sources. However, Dr. Seyforth found in his statewide survey of attitudes toward public education in Virginia that both lay and professional groups rated the schools' performance in teaching about the economic system as poor. In fact, the schools' performance in teaching about the economic system was rated 11th out of 11 items by both lay and professional groups.

As might be expected, both the lay groups and professional groups felt that there was a need for more emphasis on teaching the economic system as a way to prepare students for work or study after high

school. The lay groups ranked the need for the public schools to put more emphasis on teaching the economic system as third of nine items. More stress on reading/writing and on mathematics/science was ranked by the lay group ahead of teaching about the economic system.

Dr. Seyforth's study also found that parents of public school children rated the need to put more emphasis on teaching the economic system fifth out of nine items while nonpublic school parents rated this category third.

Thus, lay and professional groups believe that the public schools are doing a poor job of teaching the economic system, and both groups seem to feel that the public schools should give a higher priority to economic education.

Lay and professional groups may have rated the public schools performance as poor, but what does this mean? How many hours of instruction are Virginia students getting on the economic system? Are students getting economic instruction at both the elementary and secondary levels? What are some of the major obstacles in teaching economics in Virginia? What types of items would teachers find helpful in teaching about the economic system. How many economics courses has the average elementary and secondary teacher in Virginia taken? In order to improve both the quantity and quality of economic instruction in Virginia these and other questions must be answered. Thus, the purpose of this survey is to provide answers to some of these questions.

The survey was a cooperative effort between the Virginia State Chamber of Commerce and the State Department of Education. Random samples of 500 elementary and 500 secondary teachers were selected from the 141 school divisions in Virginia by the Department of Education. The 500 elementary teachers were from a population of 10,891 teachers in grades 4-7. The 500 secondary teachers in grades 9-12 were drawn from a population of 2,526 world geography, world history, U.S. history, U.S. government, and Virginia history teachers. Completed results were received from 270 elementary teachers and 232 secondary teachers representing a return rate of approximately 50 percent.

This report is divided into the following three sections:

1. The survey results of elementary teachers (grades 4-7)
2. The survey results of secondary teachers (grades 9-12)
3. Conclusions and recommendations

Survey Results from Elementary Teachers

As previously stated, usable results were received from 270 elementary teachers representing 141 Virginia school divisions in grades 4-7. The reported results are divided into the following four areas:

1. The number of hours of economic education that is taught and ought to be taught,
2. The major method by which economic education is taught at the elementary level,
3. The teacher background in economics, and
4. The obstacles to teaching economics and items which would help teachers teach more economics education.

Hours of Economic Education Taught

The results shown in Table 1 indicate that Virginia elementary students received between 17 and 20 hours of economics education instruction per school year. This translates into approximately 30 minutes per week during the school year.

TABLE 1

Average number of hours of economic education taught per grade per school year (elementary)

Grade	Average hours
4	17
5	20
6	20
7	18

The results shown in Table 2 indicate that Virginia elementary teachers believe that their students should receive about twice as much instruction in economic education as they do. On a weekly basis, elementary teachers believe that students should get about one hour of economic education instruction.

TABLE 2

Average number of hours of economic education elementary teachers believe students should receive per grade per school year.

Grade	Average hours
4	30
5	38
6	33
7	46

How economic education is taught at the elementary level

Normally, there are three ways that economic education can be taught at the elementary level. First, the teacher can combine economics with another subject such as social studies, science, or reading, etc. Secondly, the teacher can teach a separate teaching unit on economics such as scarcity, demand, supply, etc. This approach

would last for a specific period of time and would be limited solely to economics. A third approach would be to discuss economics as a current event topic and discuss economic topics as they appear in the news media. For example, recession is constantly discussed in the news media; the teacher, therefore, could use a class period to discuss recession. Which of these three approaches do Virginia teachers use? The results shown in Table 3 indicate that 43 percent of the responding teachers use the first method and teach economics by combining it with another subject such as social studies. Approximately 25 percent of the responding teachers indicated that they did not teach any economics education in their classroom.

TABLE 3

The method of teaching economic education at the elementary level

Method	Teacher Responses
Part of daily instruction	117
Separate teaching unit	28
Individual lessons throughout year	53
Do not teach	69

Sixty-two percent of the responding teachers that don't teach economics indicated they did not teach economics because it is not formally included in the required content for elementary teachers. Most of the other responding teachers felt that the elementary curriculum is already overcrowded with required material, and there just wasn't enough time to teach economic education.

Teacher Background in Economics

Only about 5 percent of those elementary teachers that do not teach economics education believe that they are not qualified to teach it. Fifty-six percent of the elementary teachers that teach economics education feel they are adequately prepared to teach it. The remaining 44 percent of the teachers indicated that they are not adequately prepared or that they are not sure if they are adequately prepared.

The survey results indicate that the typical Virginia elementary teacher in grades 4-7 has received four semester hours of undergraduate credit in economics and approximately one semester hour of graduate economics credit.

Obstacles to teaching economic education at the elementary level

The teachers were asked to indicate the two major obstacles in teaching economics at the elementary school level. The results are shown in Table 4.

TABLE 4

Obstacles to teaching economics at the elementary level

Obstacle	Number and Percent of Total Responses	
	Number	Percent—Total
1. Textbooks	113	23
2. Teacher background	71	14
3. Lack of supplementary materials	105	21
4. Content too difficult for students	69	14
5. Practical application	40	8
6. Dull subject to teach	8	2
7. Lack of student interest	39	8
8. Other	51	10

Twenty-three percent of the responding elementary teachers indicated that the major obstacle to teaching economic education is the textbook. The teachers felt that if more economics was contained in the text, more would be taught.

The second major obstacle as indicated by the teachers is the lack of adequate supplementary materials. Many of the teachers indicated that if they had access to good supplementary materials in economic education, they would use it. The third major obstacle was the lack of teacher background in economics. The large number (51) of responses in the other category was unusual. Most of the teachers that marked "other" felt that there is not enough time in the elementary curriculum to teach economics. These teachers felt that emphasis at the elementary level should be on the basics, and there is no time for economics.

Finally, the elementary teachers were asked to choose the three items that they would find most helpful in teaching economic education. The results of this question are shown in Table 5.

TABLE 5

Items elementary teachers would find most helpful in teaching economics

Item	Percent of Total Responses
1. Easy access to economic films	17
2. Easy access to qualified speakers	10
3. Easy access to current statistical information such as GNP, CPI, unemployment rates, etc.	8
4. Easy access to current teaching materials (simulations, booklets, filmstrips, transparencies, etc.)	28
5. Free and/or inexpensive instructional materials	20
6. Increased teacher inservice on materials and methods in economic education	14
7. Additional content courses in economics	2
8. Other	1

Twenty-eight percent of the teachers felt that easy access to current teaching materials would be the most helpful item in teaching economic education. Teachers indicated that the second most helpful item was the need for free or inexpensive materials.

In summary, the survey results indicate that Virginia students in grades 4-7 receive an average of 30 minutes of instruction in economic education per week. A majority of teachers indicated that they should teach about twice that much. Economic education is generally taught as a part of another subject such as social studies. The major obstacle to teaching more economic education at the elementary level is the lack of economic content in the textbooks and the lack of good supplementary materials. Also teachers would find it helpful in teaching more economics education if they had easy access to current teaching materials especially those materials which are inexpensive or free.

Survey Results from Secondary Teachers (grades 9-12)

Results were received from 232 of the 500 secondary teachers sent questionnaires. These responses are divided into the following four areas:

1. The number of hours of economic education that is currently being taught and the number of hours of economic education that teachers believe should be taught.
2. The major method by which economic education is taught at the secondary level.
3. The teacher's background in economics.
4. The obstacles to teaching economics and items which would help teachers teach more economic education.

Hours of economics education taught

The results shown in Table 6 indicate that secondary students in Virginia receive between 17 and 32 hours of economic instruction per school year. The average secondary student receives about 25 hours a year of economic education instruction or a little more than 45 minutes a week.

TABLE 6

Average number of hours of economic education taught per grade per school year

Grade	Average No. of hours
9	19
10	17
11	27
12	32

The results shown in Table 7 show that secondary teachers believe that students *should receive* from 30 to 51 hours of economic instruction per school year. Thus, secondary teachers believe that high school students should receive about one hour and ten minutes a week of economics instruction.

TABLE 7

Average number of hours of economic education secondary teachers believe students should receive per grade per school year

Grade	Average hours
9	30
10	32
11	45
12	51

Method by which economic education is taught at the secondary level

The State Department of Education requires that a unit on the free enterprise system be taught as a part of the American government course, which is normally offered at grade 12. Sixty-seven percent of the teachers in grades 9 through 12, integrated economics into their regular course content such as U.S. history or American government. Sixteen percent of the responding teachers taught economics as a separate unit of study within the American government class. Ten percent of the teachers taught economics as separate elective courses. Six percent of the social studies teachers indicated that they did not teach any economics in their classes.

Teacher background in economics (secondary)

A large majority of the secondary teachers that teach economics felt that they were adequately prepared. In fact, 61 percent of the teachers indicated that they were adequately prepared to teach economics. Thirty percent of the teachers felt that they were not or were not sure if they were adequately prepared.

The average Virginia secondary teacher has taken seven semester hours of under graduate economics and one semester hour of graduate and inservice credit. Thus, the typical secondary teacher has taken about twice as many semester hours in economics as the average elementary teacher.

Obstacles to teaching economics at the secondary level

As the results in Table 8 indicate, 19 percent of the teachers felt that insufficient teacher background was the major obstacle to teaching economics. Closely following this obstacle, were lack of adequate supplementary materials in economic education and lack of student interest in economics.

TABLE 8

Obstacles to teaching economics at the secondary level

Obstacle	Number	Percent
Textbooks	65	16
Teacher background	78	19
Lack of supplementary materials	68	17
Content too difficult for students	46	11
Practical application	25	6
Dull subject to teach	16	4
Lack of student interest	67	17
Other	38	9

Thirty-two of the 38 teachers that marked "other" felt the main obstacle was either the lack of administrative support for economics or the lack of a specific economics elective.

Secondary teachers were asked to choose the three items they would find most helpful in teaching more economic education. The results in Table 9 show that 25 percent of the teachers felt that easy access to current teaching materials was the most helpful item. Easy access to economic films and free or inexpensive materials both received 18 percent of the teachers selections as the most helpful items.

TABLE 9

Items secondary teachers would find most helpful in teaching economics

Item	Percent of Total Responses
1. Easy access to economic films	18
2. Easy access to qualified speakers	8
3. Easy access to current statistical information	12
4. Easy access to current teaching materials	25
5. Free or inexpensive instructional materials	18
6. Increased teacher inservice or methods and materials	10
7. Additional teachers courses in economics	6
8. Other	1

Thus, the three items that elementary teachers felt were most helpful were the same three items that secondary teachers selected as most helpful.

In summary, secondary teachers teach about 45 minutes of economics per week during the school year and think that they should teach about 50 percent more than that per week. Economics is taught mainly as a part of another subject and not as a separate unit or

elective course. The average teacher surveyed had about nine semester hours of economics courses, and most teachers believed that they were qualified to teach economics in the classrooms. Most secondary teachers felt that the major obstacle to teaching economics was the lack of teacher background and that more economics would be taught if teachers had easy access to current teaching materials.

Conclusions and Recommendations

Dr. Seyforth's study found that most professional and lay groups seem to agree that the schools do a "poor" job in teaching about the economic system. One of the main problems is trying to define what is a poor job and what specifically can be done by the schools to do a "good" job. Two ways to judge how the schools are doing is to (1) measure the quality of the outputs of the schools in economic education and, (2) measure the quality of the inputs that are going into economic education.

Dr. Seyforth's study looked at one type of output result by surveying employers and other community people. A second method of measuring output would be to administer a standardized economics test to students much the same way that competencies are administered. The results of these tests could be used to diagnose student weaknesses and strengths. Test results would give the school system some basis for determining the success of various methods or materials used in teaching economic education. The same limitations of all testing programs would be inherent in this type of output measure.

A second way to measure the job the schools are doing is to survey the quality of the input factors that are being used in economic education. Two of the most important input factors are (1) the teacher, and (2) instructional materials. The assumption is that if the inputs are of high quality, the output (student understanding of the economic system) will also be of high quality. Due to time limitations of the author as well as financial constraints, this report has focused on the main input variable to student learning—the teacher. The following six conclusions can be made from the surveyed teachers:

1. In general, teachers do not give a high priority to economic education. Thirty minutes a week per grade at the elementary level and 45 minutes per grade per week at the secondary level does not seem to be enough time to prepare students to be effective consumers, workers, and citizens in the area of economic education.
2. Teachers generally believe that they should devote more time to teaching economic education than they do.
3. Economics is mainly taught as a part of another course such as U.S. history and not as a separate unit or elective course. This

method of teaching makes it difficult to know exactly what and how much economics is being taught.

4. Teachers more than meet the minimum economics requirement of the State Department of Education.
5. Inadequate treatment of economic education in textbooks and lack of supplementary economic education materials are the two major obstacles to teaching economics identified by the teachers.
6. Teachers would find it most helpful in teaching economics if they (a) had easy access to current teaching materials, (b) free and inexpensive instructional materials, and (c) easy access to economic films.

Recommendations

The following recommendations are made to improve both the quantity and quality of economic education taught in Virginia.

1. The State Department of Education, as well as, individual school districts should begin looking at standardized economics tests to try and measure the success of economic education programs.
2. School administrators should individually access the quality of their economic education programs.
3. Economics content should be a major concern in the selection of textbooks.
4. The State Chamber of Commerce and other community groups should work together with schools to help provide teachers with supplementary materials and free and inexpensive information in the area of economic education.
5. The State Department of Education and the Virginia Council on Economic Education should establish a plan which would help teachers from throughout the state to have easy access to current teaching materials and economic films. The university economic education centers should serve as clearinghouses for these services.
6. Teacher workshops should be provided to inform teachers of materials and films available in economic education and how to utilize effectively these materials. These workshops can be sponsored by the State Department of Education, the Virginia Council on Economic Education, professional societies such as the Virginia Council for the Social Studies and the state and local community groups.

BASIC SKILLS IN THE PUBLIC SCHOOLS OF VIRGINIA

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During the decade of the 70s the American public directed elementary and secondary schools to give more intense attention to the development of basic skills. The resulting impact has been known as the "back-to-basics movement." Initially this force in American education revitalized efforts to increase students' basic reading and mathematics skills achievement.

As we enter the 80s, however, a somewhat broader view of basic skills has emerged. For example, interest in reading has evolved into interest in all the language arts, with particular attention to expression of ideas in both oral and written forms. Evidence of this "broader view" was seen in the recent State Chamber of Commerce survey of persons from various Virginia businesses and industrial communities across the state—i.e., personnel directors indicated that the need for future employees to be able *to express ideas* is somewhat more important than reading comprehension and mathematics abilities.

The concept of basic skills in mathematics has been broadened from an emphasis upon computational skills to interest in problem-solving skills, creative thinking ability, geometry, and, most recently, mathematics technology and applications of the micro-computer. Currently there is also a pronounced interest among lay groups in economics education.

Another emerging phenomenon related to the "basic skills movement" is a nationwide attempt to identify essential life or "survival" skills in reading, communications, and mathematics—especially for high school students with limited skills mastery. The former Right to Read Program, which was nationally implemented during the decade of the 70s, has become a national Basic Skills Program through the U.S. Office of Education, with the charge of helping all youth as well as out-of-school adults gain at least minimal proficiency in basic skills. This new national basic skills program has emerged simultaneously with the development in virtually every state of competency testing designed to assess the acquisition of minimal performance skills of high school students.

In response to renewed national attention to basic skills instruction, the public schools of Virginia have had the benefit of strong support from the General Assembly. When the Standards of Quality for Virginia schools were set forth and enacted into law in 1976, expecta-

tions as to student achievement in reading, communications, and mathematics were the first priority.

Essentially, the General Assembly stated in its *Standards of Quality and Objectives for Public Schools in Virginia* that the first goal of public education in the commonwealth is to enable each student to develop competence in basic learning skills. Accordingly, each student should "acquire in the elementary grades a mastery of certain basic skills necessary for success in school and for a productive life in the years beyond." Each school division is expected to use statewide minimum educational objectives in reading, communications (with emphasis on writing, grammar, listening, and speaking), and mathematics skills appropriate for each child in the primary and intermediate grade and to detect as early as possible pupils not measuring up so that remedial work can begin. Each school division is also required to administer tests to measure the progress of each student in achieving basic learning skills.

The previously cited survey by the State Chamber of Commerce revealed that Virginians have a high degree of confidence in the quality of basic skills instruction provided to Virginia youth. For example, effectiveness in teaching basic skills was rated by both lay and professional groups as the third among 11 stated accomplishments of school programs which respondents were asked to evaluate. The fourth highest rated accomplishment was preparing students for college. These findings underline the confidence of the citizens of the state in the quality of basic education which the schools are providing.

In fact, Virginians appear to have considerable pride in their schools and to rate schools in their own communities higher than schools elsewhere. In a recent national Gallup poll, need for curriculum improvement was indicated to be the fourth most important concern of the public. In Virginia, however, this need was listed as the eleventh in priority. Today, both lay and professional groups generally believe that the most critical issue facing Virginia schools is lack of parental involvement in and support of school programs—not lack of basic skills training.

The confidence of Virginians in the basic skills training their children are receiving appears to be well-founded in terms of standardized test results. Scores from SRA Achievement Series, administered to Virginia pupils routinely in grades 4, 8, and 11, indicate that over the last six years scores on the reading, language arts, mathematics concepts, and mathematics computation subtests in the fourth grade have consistently improved. The average percentile rank in reading at the fourth grade level in the 1974-75 school year was 51, or just at the national average. In 1979-80 this same score was 61. The increase of 10 percentile points is significant. In language arts over the same period there was an increase from an average percentile rank of 46 to 54, a similar gain. In mathematics concepts there was an

increase in the average percentile rank from 46 to 57, and in mathematics computation, from 43 to 59, the most significant gain among the four basic skills subtest scores.

In 1974-75 the percentile equivalent of the average score on the Short Test of Educational Ability given with the SRA Achievement Series was 44, or slightly below the national average. In the 1979-80 school year the average percentile level on the School Ability Tests at the fourth grade level was 58; therefore, not only has the apparent achievement of Virginia children in the fourth grade improved over the last six years, but the ability of children to do school work has also improved. A report from S. John Davis, superintendent of public instruction, and R. L. Boyer, assistant superintendent for planning and evaluation, dated February 14, 1980, suggests that there may be three reasons for the significant improvement in Virginia tests scores in the fourth grade:

1. There is evidence that, on the average, beginning first graders are better prepared for school than was true in the past.
2. There has been a slight decline in class size across the state over the past five years.
3. There has been an increase in the percent of students retained during the 1975-79 period.

Each of these changes could have favorably affected the fourth grade scores.

Scores at the eighth grade level, again from the SRA Achievement Series, have tended to remain somewhat constant. In the 1974-75 school year the average percentile rank in reading was 42; in language arts, 41; in mathematics concepts, 47; and in mathematics computation, 40. In 1979-80 average percentile scores were as follows: reading, 43; language arts, 45; mathematics concepts, 47; and mathematics computation, 49. The ability scores at this level had remained consistently stable also—with the average 41st percentile in 1974-75 and again at the same level in 1979-80. On balance it appears that pupils in the eighth grade are achieving somewhat better than their ability scores would suggest they can achieve.

At the eleventh grade level there is somewhat less consistency among the 1979-80 achievement scores. In reading, the average percentile score of Virginia students was 47, while in language arts it was 38, and in mathematics it was 50. The average percentile score on the Short Test of Educational Ability was 42. In other words, Virginia students were exceeding expectations in mathematics but could be considered slightly below expectations in language arts. The 1979-80 scores in the eleventh grade were identical to those in 1974-75. Therefore, those factors which appear to have elevated scores in grades 4 and 8 do not appear to have influenced the eleventh grade scores. It can be projected that the present population of elementary pupils in Virginia,

however, will demonstrate higher achievement in high school than today's eleventh graders.

Accompanying the intensification of efforts to provide each child with basic skills competency, retention rates have increased in Virginia. From the 1966-67 school year through the 1973-74 school year, there was a consistent decline in retention rates of 4 to 6 percent per year. There were 64,658 retentions in the 1968-69 school year while there were only 42,338 retentions during the 1973-74 school year. Beginning with the 1974-75 school year, however, retention rates began to increase yearly at 4 to 6 percent. During the 1978-79 school year there was a significant jump in the retention rate from 6.74 percent the previous year to 7.94 percent, for a total of 81,765 retentions and a 10 percent increase. The number of children retained in Virginia during that school year was the highest since the 1958-59 school year. The increased retentions appear to relate to the schools' response to the General Assembly's statement that each pupil should "progress on the basis of achievement." Whether retention of students has a favorable influence on achievement is a controversial issue among many educators. The increased retention rate in Virginia's schools, however, is in response to expressed concern of the citizens of the commonwealth.

Another indication of the quality of training being received by Virginia students is the data on high school students continuing their education in colleges, business schools, and trade or technical schools. In the 1976-77 school year 57.8 percent of high school graduates continued their education beyond high school. In the 1977-78 school year this number increased to 59.3 percent, while in the 1978-79 school year 60.5 percent (40,567) of high school graduates entered institutions of higher learning or other training programs. Still another positive indicator of Virginia's success in basic skills instruction is the high percentage of youngsters, among those not continuing their education, having marketable job-entry skills. Among the 1978 graduates who did not pursue education beyond high school, 86.4 percent had skills which would allow them to enter the job market with success.

Present Initiatives

Although the public demonstrates a high level of confidence in the quality of basic skills instruction in Virginia's schools and although test scores tend to validate this confidence, efforts to improve pupils skills acquisition are continuing.

A number of new programs are reflective of a national interest in mastery learning—an approach to instruction which sets forth precisely what pupils are expected to learn and directly measures the extent to which they meet these expectations.

One recent Virginia undertaking based on this approach is known as the Basic Learning Skills (BLS) program, which includes a set of minimum educational objectives with accompanying tests in reading, communications, and mathematics for elementary students, K-6. Approved by the State Board of Education in 1977, the objectives were prepared by Virginia educators from across the state. With regard to reading, emphasis in this project is upon word identification and comprehension, reading for pleasure, study skills, and locating and organizing information; in communications, emphasis is upon oral and written language, listening, and completing directional forms—e.g., various kinds of applications; and in mathematics, emphasis is upon computation, problem-solving, measurement, and estimation. The BLS program is presently in operation in all elementary schools in the state.

Currently underway is a new program which will go beyond the BLS program to establish learner objectives in language arts and mathematics at all grade levels. Whereas the BLS program is concerned primarily with minimal objectives, the new program will set forth objectives proposed to represent a standard curriculum for all Virginia pupils. Broader than the Basic Learning Skills program in both focus and format, the new Standards of Learning program is designed to provide continuity of learning at all curriculum levels. This new initiative is being developed jointly by the State Department of Education, teachers and administrators from the public schools, and representatives from other educational constituencies. It is anticipated that objectives and individual tests will be available to students, teachers, and parents to increase cooperative decision-making about each student's instructional program. The first stage of the program is expected to be completed by 1983.

At the secondary level, according to Carl L. Riehm, assistant superintendent for curriculum and instruction in Virginia, the minimum competency movement is one of the most significant educational innovations to appear on the educational scene in recent years. The designation of minimal competencies as a requirement for graduation from secondary schools in Virginia originated as an element of the 1976 revision of the *Standards for Accrediting Secondary Schools in Virginia*. In addition, the 1978 General Assembly gave further support to the concept by mandating statewide minimum competencies for graduation as part of the Standards of Quality for Public Schools in Virginia—1978-80. According to the standards:

> It is the policy of the commonwealth that the awarding of a high school diploma shall be based upon achievement. In order to receive a high school diploma from an accredited secondary school after January 1, 1981, students shall earn the number of units of credit prescribed by the Board of Education and attain

minimum competencies prescribed by the Board of Education. Attainment of such competencies shall be demonstrated by a means of a test prescribed by the Board of Education.

The Board of Education designated reading and mathematics skills as the areas for which minimum competencies were to be prescribed and assessed by the state. In 1978 tenth grade students were assessed in reading and mathematics skills, as were ninth grade students in April 1979. Of those taking the tests in the fall of 1978, 82.2 percent passed both the reading and mathematics tests. Another 10 percent passed one test while only 7.8 percent of the Virginia students failed to pass either test. The percentage of students passing the reading test was 85.5, with 86.3 percent passing the mathematics test. All students graduating from high schools in Virginia in May/June 1981, must have passed both tests. Students who failed in the initial testing are being provided remedial assistance in most school divisions, and all are being retested.

Certain special programs offer considerable support for and assistance to the regular school curriculum in the basic skills. During the 1979-80 school year more than $100,000 was granted to Virginia through the National Right-to-Read Program for assisting school divisions in developing more effective reading instruction. Some 50 school divisions were involved in the program, which provided consultant help as well as follow-through services. In all, the Virginia Right-to-Read Program had five components:

1. Assessment—survey of selected principals and teachers as to instructional needs.
2. Training of professional personnel.
3. Technical assistance to schools and school staffs.
4. Assistance to the public through the provision of special informational services.
5. Evaluation of the program.

Both an advisory group of lay citizens and a task force of persons from the State Department of Education assisted in the development of the program. One of the highlights of the 1979-80 school year was a three day leadership training program for more than 200 reading educators. In addition, a major public forum on reading was held immediately preceding this conference.

Public Law 95-561 has for several years provided Virginia with support for innovative programs under the Elementary and Secondary Education Act, Title IV-C. Several current programs funded under Title IV-C have direct impact upon basic skills development. Of particular note are the following projects:

Expository Writing Project—Arlington County

Perceptual, Psychomotor, English, Vocational, Reading Project—Bristol

Screening Kindergartners for Learning Handicaps—Chesterfield County

ABCs: Arts and Basic Communication Skills—Northampton County

C-BASS: Competency-Based Approach to Survival Skills—Orange County

RECIPE: Reading Expertise through Continuing Inservice Programs for Educators—York County

In addition, Title IV-C funding has made possible the development of what is known as the Virginia Writing Project. Seven state institutions of higher learning are offering institutes during the summer of 1980 to teachers who are interested in becoming better writers as well as better teachers and evaluators of student writing. These teachers will share what they learn with colleagues through workshops and seminars in their home schools and school divisions during the next school year.

Title I of public law 95-561 provides compensatory education for educationally deprived children from economically deprived communities. During the 1977-78 school year, 167 Title I programs were conducted in local educational agencies in Virginia. A total of 100,323 pupils participated during the regular session and an additional 13,053 during the summer. The cost per pupil of the program was $416.40. Reading/communication skills and mathematics' programs counted for most of these enrollments. During the regular school year there were 76,160 pupils enrolled in reading programs and another 10,777 during the summer session for a total of $23,222,854.93. There were 5,708 pupils enrolled in English/language arts programs during the regular school year for an expenditure of $2,297,435.12. There were 43,801 pupils enrolled in mathematics programs during the regular school year with an additional 8,329 enrolled in a summer program for a total of $10,217,657.80.

These supplements to the regular school programs in Virginia were beneficial to the populations served. The mean gain in reading for all grades was eight months, or almost one full school year; whereas the mean gain for all grades in mathematics was 12 months, slightly more than one school year. In addition to the direct impact upon pupils, Title I programs have positively affected whole school divisions. During the 1977-78 school year 16 school divisions developed division wide programs in reading/language arts from programs initiated with Title I funds, while six school divisions developed such programs in mathematics. Title I programs continue to provide intensive basic skills assistance for pupils with intensive needs; however, funding levels will be lowered considerably in the 1980-81 school year in the wake of recent government cutbacks.

Several recent leadership thrusts of the State Department of Education have tended to promote basic skills acquisition in the public schools. Among them are the following:

1. Establishing well-defined goals for language arts instruction, K-12.
2. Viewing reading and the other language arts as more closely related than was true formerly and giving more attention to writing.
3. Encouraging stricter standards for promotion.
4. Helping school divisions provide more individualized inservice assistance for teachers.
5. Developing a metrics plan for mathematics educators.
6. Helping teachers and the public gain a broader view of the concept of basic skills—e.g., reminding mathematics educators of the importance of creative thinking.
7. Defining applications of computer technology, particularly microcomputers, in today's classrooms.
8. Encouraging local school divisions to provide more supervisory instructional support for teachers, especially mathematics teachers.

Collectively what do these several initiatives really mean? One clear answer is that the total educational community in Virginia is sharing in a variety of concrete, visible, and impressive steps designed to improve achievement in the basic skills of Virginia's youth. To what end these initiatives will lead depends upon how schools use the results of all processes underway to foster a higher quality and more comprehensive basic skills education for students.

Some Challenges and Concerns

Among the most dramatic challenges facing Virginia's schools is the need to alleviate apparent disparities in achievement among the school divisions in the state. Whereas the average achievement in the fourth grade is up in virtually all basic skills areas and is favorable in terms of the national average, the average scores in 94 school divisions were below the national average in each of the basic skills areas tested in the 1979-80 school year.

Although the average fourth grade percentile ranks were reading 57, language arts 56, mathematics concepts 52, and mathematics computation 54, in one county in Virginia these scores were reading 41, language arts 26, mathematics concepts 35, and mathematics computation 32. On the other hand, in another county these scores were reading 77, language arts 71, mathematics concepts 74, and mathematics computation 68. Corresponding scores on educational abilities tests differed also. In the county with the lower achievement scores, the percentile rank equivalent of the average score on the

Short Test of Educational Ability was 39; in the county with the higher scores, it was 76.

A recent governor of Virginia, Mills Godwin, was very aware of educational disparities in the state and was dedicated to narrowing them. They remain, however, and suggest the need for continued efforts to attenuate them.

The large numbers of children in Virginia scoring at very low levels should be carefully studied. At the eighth grade level there are 12 school divisions with all average scores in basic skills in the lowest national quartile. There are 18 school divisions at the eleventh grade level with similar scores.

A second area in which additional efforts are needed is development of additional programs for both handicapped and gifted learners, particularly the latter. In the recent State Chamber of Commerce survey, both lay and professional groups rated "knowledge of handicapped children" and "ability to work with gifted children" among the competencies of teachers which are at least well developed (ranking them six and eight respectively among eight competencies evaluated).

In ranking the performance of the schools in selected areas, both lay and professional groups ranked "offering programs for the handicapped" as second most well served of 11 purposes, but "challenging talented and gifted" as seventh. Clearly, present offerings for the gifted appear to warrant review and expansion. In addition, teachers appear to want and to need assistance in teaching both the handicapped and the gifted.

A third concern of some educators is the possibility of too much attention being given the basic skills to the exclusion of other vital curriculum objectives—i.e., social development, knowledge of the economic system, etc. Concern with test scores *per se* without sufficient study of the why's and how's of them can cause both parents and teachers to lose perspective as to the true goals of education. Certain communities in the states in which achievement scores are low should be studied, but pushing to raise averages and evoking drastic sanctions when such efforts fail are dangers to be avoided.

A fourth concern of persons recently interviewed by the State Chamber of Commerce was parents' lack of interest in the schools. In fact, lay respondents rated this concern the most common problem in Virginia schools. Professional respondents rated lack of financial support the most common problem. These findings suggest that there is immediate need for a demonstration of public confidence in the schools. Involvement can occur only when parents are active in their schools, not merely vocal about them.

A fifth concern relates closely to the fourth—i.e., the role of the public in directing the course of the schools. Respondents to the recent Chamber of Commerce survey rated schools as doing excellent jobs in

preparing students for college and in teaching the basic skills. Yet, in the same survey both lay and professional respondents suggested that among the most critical changes needed was more emphasis on reading/writing and on mathematics/science to prepare students for work or study after high school. It is obvious that some confusion exists as to what schools are doing and how well they are doing what they are attempting to do. Virginians like and support their schools. There is immediate need, however, for an education program for parents so that they can become full partners in the schooling of their children.

Parents are not the only ones who need special training. Teachers do too and administrators as well. Both lay and professional groups in the state suggested in the Chamber of Commerce survey that better training for both preservice and inservice teachers is the way in which instruction in the schools of the commonwealth is most likely to be improved. Other considerations, such as purchasing more equipment, employing more aides, and providing more planning time were considered to be less vital needs. The high value placed on teacher training is enigmatic in a time when enrollments in teacher-training institutions are rapidly declining. If the declines continue the commonwealth could face a serious shortage of well trained teachers, particularly in such areas as mathematics and science and in special education and remedial reading as well. As a profession, teaching has been so poorly rewarded financially by its constituencies that it is failing to attract many bright young persons who see greater opportunities in other careers.

If Virginians want to ensure the continuance of the high quality of basic skills instruction presently evident in Virginia schools and to meet with assurance the several challenges in regard to improved instruction which they have identified as priorities, then well informed, competent teachers are absolutely required. Competence means training; therefore, the teacher-training institutions and the public schools should form a new interactive relationship, indeed, a partnership, in providing on-line, on-site training for teachers in the field and on-target, on-campus-on-site training for the teachers of tomorrow.

A recently federally-funded study of the relative effectiveness of several approaches to beginning reading instruction found that it was the teacher and not the teaching materials that made the difference. So it is in all basic skills instruction. Virginia must recruit, train, and reward increasingly effective teachers if increasingly effective instruction is to be available to its youth—in the basic skills and in all other areas of cognitive and affective development at all grade levels.

CAREER EDUCATION IN VIRGINIA

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Career Education in Virginia is at an important crossroad. Much progress has been made in the last decade. Some outstanding programs exist in local school districts. The General Assembly and the Virginia Department of Education are taking some strong, supportive actions. Still, significant elements of public education in Virginia have not fully endorsed career education and moved forceably to seek complete implementation. Only about 50-60 percent of the school districts in the state have any formally organized program of career education. Further, the preparation undergraduate teachers receive does not require competence in career education. Also, there is a need to draw closer together the supportive groups at both the state and local level to form a more collaborative body in support of career education.

The 1980 session of the Virginia General Assembly exhibited strong state support to complement federal support for career education. Three actions stand out from the 1980 session:

1. The creation of Joint-House-Senate Sub-Committee to study Vocational-Technical and Career Education.
2. The inclusion in the Virginia Standards of Quality for 1980-82 Standard #3 on career preparation, including strong elements of career education.
3. The continued state funding of local career education projects at the level of $275,000 per year.

All of the actions seem to foretell a bright future for career education in the Old Dominion, but the need continues to expand current local projects into comprehensive district-wide efforts, and to increase the present 40 or so school districts involved to include all districts. In addition, a broader base of support must be built at the local level among parent and community groups such as business, industry, government, and labor. Finally, the continuing uncertainty over terms and concepts needs to be resolved. In order to deal with some of these issues, this paper will address the following topics:

1. Restatement of the terms and concepts
2. Roles and responsibilities
3. Status of career education in the United States
4. Status of career education in Virginia
5. Future of career education in Virginia
6. Recommendations for action
7. Opportunities for the Chamber of Commerce

Restatement of the Terms and Concepts

One of the problems faced by supporters of career education has been a confusion of terminology and objectives. The main conflict seems to be that career education and vocational education are often considered to be the same—they are not. Career education is a broader term which has its roots in career development and is a life-span concept, involving all students, all occupations, all subjects. To help resolve the confusion the following definitions are offered:

Work—The systematic pursuit of an objective valued by oneself (even if only for survival) and desired by others; directed and consecutive, it requires the expenditure of effort. The objective may be intrinsic enjoyment of the work itself, the structure given to life by the work role, the economic support which work makes possible, or the type of leisure which work facilitates.

Leisure—Leisure consists of relatively self-determined activities and experiences which are available because of discretionary income, time, and social behavior. These activities may be intellectual, physical, volunteer, creative, or a combination of these activities.

Career—The sequence of major positions occupied by a person throughout his/her pre-occupational, occupational, and post-occupational life; career includes work and leisure-related roles such as those of student, employee, and pensioner, together with complementary leisure, familial, and civil roles. Careers exist only as people pursue them; they are person-centered.

Career Development—Career development is part of human development process and is a continuous, lifelong, person-centered process of developmental experiences focused on seeking, obtaining, and processing information about self (values, interests, abilities) and about socio-economic and labor market trends.

Career Education—Career education is a person-centered, developmental, deliberate, and collaborative effort by educators, parents, and business-industry-labor-government personnel to promote the systematic career development of all persons: Career education creates experiences to help persons learn academic, vocational, and basic skills, make informed career decisions, and master the developmental tasks of various life stages through curriculum, counseling, and community support.

Career Guidance—Career guidance, which includes counseling as a specialized service, encompasses all of the services aimed at helping pupils make occupational and educational plans and decisions. Career guidance may be provided in many school settings and by a variety of school staff members, e.g., teachers, and support personnel, as well as counselors. Many of the activities currently used in career education resemble career guidance, e.g., role-playing, simulated work experience, viewing occupational films, taking field trips, and participating in career conferences and career fairs. Career guidance is an organized

program to help youth develop self-understanding, learn about the world of work, gain experiences that will help in decision-making, find and keep jobs.

Vocational Education—Vocational education includes organized educational programs which are directly related to the preparation of individuals for paid or unpaid employment or for additional preparation for a career not requiring baccalaureate or advanced degree.

Principles to Consider

As the definitions above imply, there are some principles of career development underlying the career education concept. The following major principles have been drawn from various career development theories by Hansen and Tennyson (1975):

—Career development is a life-long process of self-development; work is viewed as a vehicle for self-clarification.

—Career development includes the opportunity to examine life roles, occupations, and lifestyles.

—The process of life-span career development and decision-making is emphasized more than specific choice or choices.

—Management of one's career, the power to direct one's future, the ability to maximize control over one's life are major goals.

—The concept of multi-potentiality each person has the potential for success and satisfaction in a number of occupations—frees individuals from the fear of making wrong choices and increases their available options.

—Commitment with tentativeness is integral to the concept based on changing individuals in a changing society, which recognizes the importance of chance or random factors in career decisions.

The scope of career development and career education is lifelong in nature; therefore, kindergarten–12th grade is only one aspect. Significant career education programs exist at the community college level and in four-year college and university settings, such as those at Birmingham Southern University, Michigan State University, and the University of Maine, as well as in many adult education activities. This paper focuses on career education during the K–12 period; however, the reader is directed to sources such as *Career Education in the Colleges* which include extensive reports on career education in other settings.

SOS Principle

It is important to recognize that career education is for no special group. There is no exclusiveness by time, place, setting, grade level, or population. Career education must follow the SOS Principle:

All Students
All Occupations
All Subjects

All Students—Career education is for every student in an educational setting. It is not exclusively for blacks, women, minorities, college bound, or work bound. It is not exclusively for the academically gifted or the learning disabled. If it is to have any measure of success, career education must be viewed as something for all students at every grade level. There can be no segregation of those who need career education and those who believe they don't; everybody needs career education to assist in the career development process.

All Occupations—Career education is concerned with all occupations. It is not concerned only with those occupations that one may enter upon high school graduation or before (even though these occupations represent 80 percent of all occupations). It is not concerned only with occupations that one enters through apprenticeship or vocational education or community/junior college. It is not concerned only with occupations which require a college or advanced degree. It is concerned with all occupations. Through career education all students are more likely to receive an impartial introduction to all occupations providing the widest possible range of occupational knowledge. Because freedom of choice comes from knowledge of options, all occupations are important to career education.

All Subjects—Career education should be included, infused, and integrated into all school subjects—not just in vocational subjects, not just in special subjects, not just in introductory subjects. Career education is a part of all subjects. Every subject taught in school has a career education component. A good teacher can point out in every subject: (1) people who work in related fields; (2) places where people work; (3) values workers hold; (4) work that gets done; (5) economic and personal value of work; (6) work related terminology; and (7) work related concepts. There need not be any separate career education courses because all subjects can be career related.

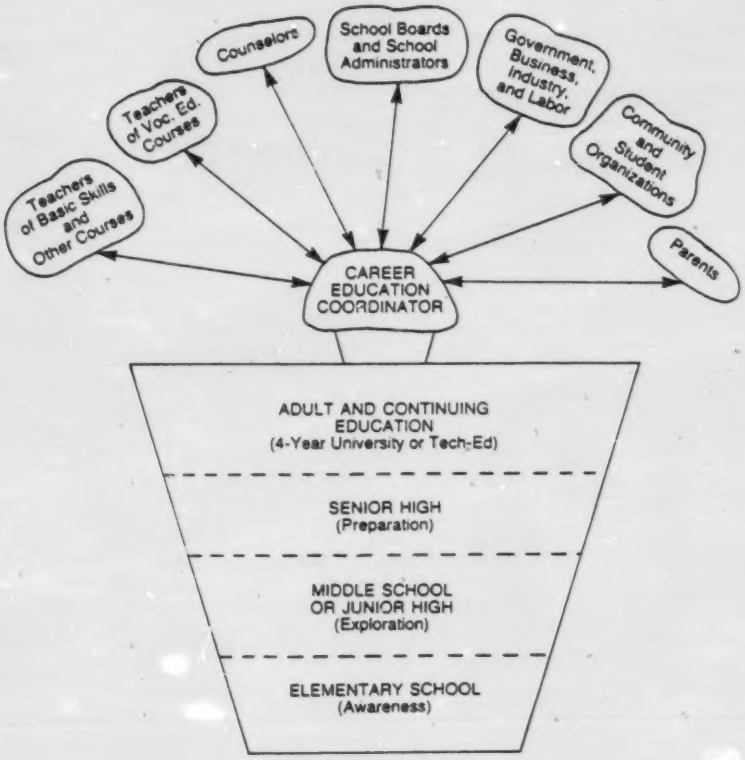
Dr. Vivian Williamson, coordinator of career education in the Virginia Department of Education, has developed a graphic way of showing the comprehensiveness of career education. (See Figure 1.)

Learner Outcomes for Career Education

Specific learner outcomes for career education will vary in emphasis from one educational level to another. For the purpose of forming a broad basis for evaluating the effectiveness of career education, a listing of developmental outcome goals is essential. Career education seeks to produce individuals who, when they leave school (at any age or at any level), are:

1. Competent in the basic academic skills required for adaptability in our rapidly changing society.
2. Equipped with good work habits.
3. Capable of choosing a personally meaningful set of work values that fosters in them a desire to work.

COMPREHENSIVE CAREER EDUCATION PROGRAM


Counselors
School Boards and School Administrators
Government, Business, Industry, and Labor
Teachers of Voc. Ed. Courses
Community and Student Organizations
Teachers of Basic Skills and Other Courses
Parents
CAREER EDUCATION COORDINATOR
ADULT AND CONTINUING EDUCATION (4-Year University or Tech-Ed)
SENIOR HIGH (Preparation)
MIDDLE SCHOOL OR JUNIOR HIGH (Exploration)
ELEMENTARY SCHOOL (Awareness)

4. Equipped with career decision-making skills, job-hunting skills, job-getting skills, and job-holding skills.
5. Equipped with vocational personal skills at a level that will allow them to gain entry into and attain a degree of success in the occupational society.
6. Equipped with career decisions based on the widest possible set of data concerning themselves and their educational-vocational opportunities.
7. Aware of means available to them for continuing and recurrent education once they have left the formal school system.
8. Successful in a paid occupation, in further education, or in a vocation consistent with their current career education.
9. Successful in incorporating work values into their total personal value structure in such a way that they are able to choose a personally desirable life style.

Roles and Responsibilities

The entire school staff is important to career education. Different staffs assume different roles to be sure, but all roles are vital and interdependent for the success of career education. No program succeeds because of one person; successful programs are team efforts. To the greatest extent possible, initiation of comprehensive career education programs should be undertaken utilizing existing personnel and existing physical facilities. The assumption of new roles by some staff members can be accomplished in most educational settings with no serious loss in total institutional productivity. While the emphasis and methodology will vary considerably from one educational level to another (e.g., the emphasis on vocational education will be minimal at the elementary school level and the emphasis on the home and family component will be minimal at the adult education level), certain roles are essential for initial implementation of a comprehensive career education effort. For example, all classroom teachers would be expected to take specific responsibility for integrating career education into their instructional program. Some teachers or counselors in addition, will be charged with providing more specific assistance in the decision-making and job placement process. Also, the business-labor-industry community has the responsibility of participating actively and positively in career education programs. Counseling and guidance personnel in the schools must take the initiative in providing supportive resource services. Home and family members should emphasize career opportunities and programs. Finally, educational administrators and school boards must recognize career education as a priority by providing the necessary leadership and resources.

Until performance of these roles is carried out, implementation of a comprehensive career education program will not take place. While bits and pieces of career education presently exist in many local school

districts, very few have fully implemented a comprehensive career education program. American education cannot be credited with responding to the demands for educational reform by simply endorsing the career education concept. A response has not been made until comprehensive career education programs have been initiated.

Status of Career Education in the United States

Former U.S. Commissioner of Education Sidney Marland receives most of the credit for popularizing the term *career education* in 1971. While clearly definable roots go back to the early 20th century, career education is essentially a product of the 1970s. Currently, all but one of the 50 states is participating in the Career Education Incentive Act of 1977 (P.L. 95-207). More than 9,000 of the nation's 16,000 school districts have initiated programs on their own. Roughly $150 million in federal funds has been spent over the past decade for career education projects, but much more support has come through state and local funding.

Nationally, a major partnership has developed between the education and noneducation community through formal working relationships between the U.S. Office of Career Education and such significant groups as the U.S. Chamber of Commerce, the National Alliance of Business, National Association of Manufacturers, General Motors, McDonalds Corp., New York Life Insurance Company, AFL-CIO, UAW, and scores of other business and labor organizations. In addition, groups like the American Legion, Boy Scouts, Girl Scouts, Junior Achievement, Rotary International, and Goodwill Industries have endorsed career education nationally. Likewise, nearly every major education association has voted a formal endorsement of career education, including the National School Boards Association, Council of Chief State School Officers, National PTA, National Science Teachers Association, American Association of State College and Universities to name a few. In essence, there has been a tremendous show of support from nearly every major national group related to education in any way.

In a recently conducted (1979) national poll, superintendents and school board members were asked to rank a list of 16 topics carried over from the 1970s. They listed career education as their top choice, deserving the most attention during the 1980s. On another question, the respondents were asked to select from a list of 31 areas the area likely to receive greatly increased interest and financial support in the next five years. Basic skills, competency testing, and career education were the top three choices. Clearly those superintendents and school board members responding to this poll thought career education was a top priority for the 1980s. Finally, in a review of the ten major events affecting American education in the 1970s,

Brodinsky, writing in the prestigeous *Phi Delta Kappan*, called career education the success story of the decade. He said career education was alive and well when the average age of an educational reform is only about three years.

Status of Career Education in Virginia

There have been a variety of local career educational projects in Virginia since the early 1970s. Schools in Radford and Petersburg were among the earliest to receive federal funding for career education projects. During 1973-77 demonstration projects were carried out with federal funds in Augusta, Arlington, Bedford, Carroll, Craig, Falls Church, and Roanoke city schools, among others, and at Northern Virginia and Virginia Western Community Colleges. In 1978-79 17 school districts received nearly $275,000 in state funds. Currently (1979-80) 40 school districts are receiving $683,695 in state and federal funds for local career education projects. In addition, the state coordinator of career education, Dr. Vivian Williamson, has held a staff development session for all career education project directors from across the state. A statewide career education conference was held at Virginia Tech in April of 1979 bringing together representatives of 106 districts in Virginia.

A statewide study of career education reported in 1979 at the Virginia Personnel and Guidance Association meeting in Richmond stated that half the school districts had developed career education goals and objectives. These goals were being implemented primarily with local funds.

To accompany local and federal efforts, the State Board of Education adopted a strong statement of support for career education in December 1973. Later a coordinator of career education was employed by the State Board of Education to provide statewide leadership. A Career Education Advisory Committee was established in 1977, and a State Plan for Career Education was adopted by the Board of Education in May 1978. The General Assembly has been appropriating funds for career education for several years; currently a $275,000 appropriation supports 23 local projects. Clearly career education is supported on the state and local level in Virginia; however, a comprehensive approach toward funding career education does not exist. Forty funded projects and some activity in another 30 school districts indicate a limited effort, not a total statewide effort. Roughly, about half the school districts in Virginia appear to have some formal career education programs. In these 70 school districts, only a limited number have a systemwide comprehensive plan utilizing the SOS Principle.

Future of Career Education in Virginia

As was stated in the opening of this paper, career education in Virginia is at a crossroad. Considerable progress has been made in the last decade, but a long road is yet to be traveled before an equal opportunity for adequate career development is provided for every youngster in the commonwealth. Some of the challenges which will have to be met in the future include the following:

CHALLENGE 1: Keep the focus of career education on the SOS Principle. There must be a comprehensive approach—All Students—All Occupations—All Subjects. Nothing less will do the job.

CHALLENGE 2: Establish a plan for strong evaluation activities as a part of every school district's career education program. In the future there will be a need to show just how effective career education programs have been. The effectiveness of career education can be demonstrated only through a solid evaluation effort.

CHALLENGE 3: Demonstrate that all the participants in career education activities gain. Teachers will need to see more clearly how they and their students gain from becoming involved with career education. A clear motivation to take part in a sustaining drive for a comprehensive program must evolve.

CHALLENGE 4: Involve a much broader segment of the business-industry-labor community at the state and local level. Presently only a few leaders have been carrying the major responsibility for fostering career education. The support base must be broadened.

CHALLENGE 5: Involve parents in all aspects of career education. Until now parents have not been incorporated effectively into comprehensive career education programs. Since parents continue to represent the *single* strongest influence on the lives of their children, much more time and energy need to be spent getting parents to function more fully in the career development process.

As with any set of challenges, some significant obstacles will need to be overcome. Some of these obstacles are:

OBSTACLE 1: Lack of full funding. Competition for state and local funds will continue. Career education does not need tremendous amounts of money, but it does take some funding to launch and sustain any serious program.

OBSTACLE 2: Lack of strong local leadership to direct career education programs.

OBSTACLE 3: Lack of comprehensive career education programs state wide.

OBSTACLE 4: Lack of clarity and agreement concerning objectives and definitions of career education.

OBSTACLE 5: Lack of strong undergraduate preparation for teachers in principles of career education.

Recommendations for Action

The future of career education in Virginia and elsewhere will depend in large measure on the way the proposed challenges are met and whether the obstacles can be overcome. All of the elements necessary for a much more comprehensive approach to career education now exist in Virginia. This is a great advantage but a number of things must happen to sustain the momentum for career education. The following are essential for accomplishing a successful program:

1. Support at the state level must expand beyond the present start-up level. Career education needs to be more specifically targeted in the Standards of Quality to assure more uniform compliance at the local level. Both the General Assembly and State Board of Education will need to provide continued evidence that career education is a high priority for the next decade. If constant attention is not directed toward career education, it will not remain high among state priorities.

2. Funding at both the state and local levels needs to be supported on a long-term basis rather than on a project or year-to-year basis. A project try-out approach will suffice only so long. The time is fast approaching for more sustained career education effort. Planning and funding must now be provided for the extended activities of infusion and integration of career education into the total education fabric.

3. Development of a statewide Career Education Curriculum Guide. This guide may be developed in several parts, such as a) total approach, b) elementary, c) middle/junior high school, d) secondary school. The guide needs to be developed in order to assist the school districts which do not have career education programs in the project stage. A guide will serve as a beacon for more comprehensive development statewide.

4. Incorporation of career education into undergraduate teacher education programs and career education requirements for in-service recertification. Currently, most of the new teachers employed have no background in career education. If new teachers join a school division already involved in program development, they have to have in-service assistance. Broader staff preparation and development need to be a major priority for the 1980s.

5. Development of a strong cadre of local career education leadership. These leaders need to come from the education, business, industry, and labor communities. They need to take an active role in initiating and maintaining local effort. They need to know what is happening elsewhere in the state. They may need to form local career education advisory boards or education-work councils. The Chamber of Commerce should be central in developing local career education leadership.

6. Expansion of the role of organizations at state and local level. Greater support needs to be developed in many local school districts. Resolutions and recommendations now need to be followed by a more

comprehensive level of active support, e.g., program initiation and monitoring. In some cases pressure will need to be mounted to sustain career education activities.

7. Continuation of efforts to seek broader support for career education from within the education community. Many of the national educational associations which have endorsed career education have not received similar support at the state or local levels. Virginia associations and groups need to consider the career education issues and provide support for the implementation of programs.

If these plans and recommendations can be carried out, Virginia will move through the important crossroads where it now stands and head in the right direction. Success of career education in Virginia will depend on continuation, coordination, and cooperation.

Continuation of current career education efforts at their present level and beyond. There must be continuing forward movement.

Coordination of efforts by all those concerned and committed to career education. It may be time for the formation of some type of task force or organization to speak up and speak out for career education at the local and state level.

Cooperation among education, parent, business, industry, labor, and government groups to assist each other at the local and state level.

Opportunities for the Chamber of Commerce

The Virginia State Chamber of Commerce and its local affiliates have a great opportunity to become a driving force behind the establishment and continuation of career education. Important endorsements at the national level have been made but attention is shifting more and more to the state and local level. Right now, one or more groups needs to assume leadership for career education as a significant project for the next decade. This leadership role seems to fit all the ideas and ideals of the Chamber of Commerce. Here are several suggestions as to some opportunities which are open:

PARTNER: Career education cannot be taught in a self-contained classroom. It is by definition closely involved with all aspects of work and leisure in the community. Chamber members can take the leadership role in initiating this partnership for career education at the state and local level. They have the creditability to convince working groups to participate and keep active.

PROVIDER: There needs to be an open and welcome invitation on the part of business, industry, and labor to bring education and work closer together. The requests usually originate with the schools. Initiation of the scope and breath of community support on a volunteer basis would be a welcomed shift. Providing assistance will be a strong show of support for career education at the local level.

PROMOTER: Career education needs people to assume leadership responsibilities on its behalf at all levels. A few people have been

effective leaders for several years, but there needs to be an expanded level of leadership speaking up and speaking out for career education. A strong advocacy role is called for. The Chamber of Commerce can and should play that role.

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VOCATIONAL EDUCATION IN VIRGINIA

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Introduction

As one aspect of a comprehensive study of education in Virginia, which was sponsored by the Virginia State Chamber of Commerce, this report deals with vocational education. It is concerned with four basic questions:

1. What is the present status of vocational education in Virginia?
2. What are the major challenges, problems, and obstacles to the progress of vocational education in Virginia?
3. What are the plans for continuing progress and improvement of vocational education in Virginia?
4. How can the Virginia State Chamber of Commerce be helpful in the process of enhancing vocational education in Virginia?

The data for this report was made available by the State Vocational Education staff, the Virginia State Advisory Council on Vocational Education, and through the results of a statewide survey of attitudes toward public education in Virginia sponsored by the Virginia State Chamber of Commerce.

An expression of appreciation goes to those mentioned above and to other individuals and groups who provided data and assisted in other ways in the preparation of this report.

Definitions

There are two generally accepted definitions of *vocational education.* In its broadest sense vocational education pertains to all occupations and to all people. This embraces those engaged in the professions, business, technical occupations, and skilled trades. In its narrower sense, it is defined as a specialized educational program to assist persons in securing the skills, information, attitudes, and understanding that enable them to enter employment or to advance in a given occupation or field of work.

The following definition is used in the federal legislation:

> "Vocational education" means organized educational programs which are directly related to the preparation of individuals for paid or unpaid employment or for additional preparation for a career requiring other than a baccalaureate or advanced degree; for purposes of this paragraph, the term "organized education programs" means only:

1. Instruction related to the occupation or occupations for which the students are in training or instruction necessary for students to benefit from such training; and
2. The acquisition, maintenance, and repair of instructional supplies, teaching aids and equipment.

The term "vocational education" does not mean the construction, acquisition, or initial equipment of buildings, or the acquisition or rental of land.[1]

The federal legislation makes a distinction between "vocational education" and "vocational instruction," which is defined as follows:

> "Vocational instruction" means instruction which is designed to prepare individuals upon its completion for employment in a specific occupation or cluster of closely related occupations in an occupational field, and which is especially and particularly suited to the needs of those engaged in or preparing to engage in such occupation or occupations. Such instruction may include:
> 1. Classroom instruction;
> 2. Classroom related field, shop, and laboratory work;
> 3. Programs providing occupational work experiences, including cooperative education and related instructional aspects of apprenticeship programs;
> 4. Remedial programs which are designed to enable individuals to profit from instruction related to the occupation or occupations for which they are being trained by correcting what ever educational deficiencies or handicaps prevent them from benefitting from such instruction; and
> 5. Activities of vocational students organizations which are an integral part of the vocational instruction, subject to the provisions in paragraph [sic] 104.513.[2]

Basic Programs in Virginia

There are three basic vocational educational programs in the state of Virginia:

1. Occupational preparation
2. Consumer and homemaking
3. Orientation and exploration

The occupational preparation program includes (1) agricultural education; (2) distributive education; (3) health occupations education; (4) occupational home economics education; (5) business and office education; and (6) trade and industrial education.

Consumer and homemaking education emphasizes home and family living and is taught at the secondary level. Students who enroll in this program are prepared for unpaid employment in occupations related to the home.

Orientation and exploration programs are closely related, but not restricted to, industrial arts education. They are designed "to assist individuals in the making of informed and meaningful occupational choices, and to prepare individuals for enrollment in advanced or highly skilled vocational and technical education programs."[3]

Responsibility for Vocational Education in Virginia

The Virginia State Board of Education, which also serves as the State Board of Vocational Education, is the sole agency responsible for the supervision and administration of vocational education in the state.[4]

Types of Schools Providing Vocational Education Services

Vocational education services are offered in a variety of schools and at different levels:

1. Public junior high and middle schools
2. Public secondary schools
3. Public post-secondary schools
4. Correctional institutions
5. Proprietary schools
6. Special schools for the handicapped

The public junior high and middle schools provide vocational orientation in grades 6-10 through industrial arts courses, which are designed to help students to develop an understanding about industry and technology so that they can make occupational and educational choices.[5]

The public secondary schools in Virginia provide instructional services in all areas of the occupational programs, consumer and homemaking education, and in industrial arts education at the upper levels.

The public post-secondary schools, which include the 23 community colleges, and some four-year universities offer occupational and technical education which is designed to meet the increasing demand for technicians, semiprofessional workers, and skilled craftsmen for employment in industry, business, the professions, and government. The curriculums are planned primarily to provide workers for the region being served by the institutions.

Correctional institutions provide instruction in the occupational preparation program through the Rehabilitative School Authority.

There are 92 proprietary schools in Virginia that have been issued Certificates of Approval by the State Board of Education that are classified as either correspondence schools, business schools, trade schools, or technical schools. These schools are an integral part of vocational education and render a valuable service to citizens of the commonwealth.

Vocational education is available to the deaf and blind at two public supported schools—the Virginia School for the Deaf and Blind at Staunton and the Virginia School at Hampton.

Persons Served

The persons served by vocational education programs include the following:

1. High school students preparing to enter the labor market or become homemakers.
2. Junior and senior high school students acquiring orientation and exploration experiences.
3. Persons who have completed or left high school and are students preparing to enter the labor market.
4. Persons with special needs who are handicapped or disadvantaged—educationally and/or economically.
5. Persons unemployed or at work who need training or retraining to achieve employment stability.
6. Persons who are incarcerated.

Advisory Councils

Advisory councils play key roles in the development and operation of vocational education programs at the national, state, and local levels.

The National Advisory Council on Vocational Education was created by Congress through the Vocational Education Amendments of 1968. It is composed of 21 persons, appointed by the President from diverse backgrounds in labor, management, and education. It is charged by law to advise the Commissioner of Education concerning the operation of vocational education programs, make recommendations concerning such programs, and make annual reports to the Secretary of Health, Education, and Welfare for transmittal to Congress.[6]

Public Law 90-576, the 1968 Amendments to the Vocational Education Act of 1963, and Title II of the VEA Amendments of 1976 provides for the establishment of state advisory councils for vocational education, the members of which were to be appointed by the governor, except in states where the members of the State Board of Education were elected. At least 12 persons must be appointed to a council; the law did not specify a maximum number. The Virginia State Advisory Council on Vocational Education, whose members were appointed by the Governor, represents a cross section of the public. It is charged by law to advise the State Board of Vocational Education concerning the operation of vocational education programs, services, and activities, and to make annual reports.[7]

The Vocational Education Amendments of 1976 (P.L. 94-482) require that each agency receiving federal funds must have a local

advisory council. *The Virginia State Plan for Vocational Education, 1978-82* specifies this requirement:

> Each eligible recipient receiving assistance under this State plan shall establish a local advisory council to provide advise [*sic*] on current job needs and on the relevancy of courses being offered in meeting such needs as required in section 105 (g). Such local advisory councils shall be composed of members of the general public, especially of representatives of business, industry, and labor; and such local advisory councils may be established for program areas, schools, communities, or regions, whichever the recipient determines best to meet the needs.[8]

The organizational structure for vocational advisory councils may vary among the school divisions, but the usual pattern is for a given school to have a general vocational advisory council, which includes representatives of the occupational areas, such as agricultural education, business and office education, etc., and an advisory council for each of the occupational areas.

In addition to assisting local school divisions in meeting vocational objectives, vocational advisory councils render a valuable service in contributing to the preparation of annual plans and reports on vocational education.

When advisory councils function effectively, they can have a positive impact on vocational education programs.

Current Status of Vocational Education in Virginia

Mission Statement and Goals

As indicated earlier in this report, the State Board of Vocational Education has the responsibility for the supervision and administration of vocational education in Virginia. Its mission statement is as follows:

> The mission of the State Board of Vocational Education is, through joint effort with local school divisions and other agencies and institutions, to ensure that the vocational education needs of all youth and adults are met.[9]

Goals

Consistent with their abilities, interest, and educational needs:

1. Youth and adults will acquire the skills and knowledge needed for employment or self-employment in occupations of their choice and for which there are employment opportunities.
2. Youth and adults will acquire the competencies needed as consumers of goods and services, for home and family living, and for personal use.
3. Youth and adults will become aware of employment or self-

employment opportunities and requirements for use in making career choices and in determining their educational programs.

4. Youth and adults will exhibit pride in work well done; confidence in ability to perform in the world of work; and develop leadership abilities, responsible citizenship, and a realistic self-image in relation to work in their chosen vocation.
5. Youth and adults will benefit from programs improved and updated through planning, evaluation, curriculum management and development, personnel preparation and development, research, use of community resources and other ancillary activities.
6. Youth and adults will benefit, through the cooperative efforts of the Department of Education, Council of Higher Education, Virginia Community College System, Governor's Manpower Services Council, Rehabilitative School Authority, Department of Vocational Rehabilitation, Virginia Employment Commission and other agencies, institutions and organizations concerned with vocational education, from a coordinated vocational education delivery system which fully utilizes all resources—public, private, and proprietary.[10]

Standards of Quality

The importance of vocational education in preparing individuals for productive lives after leaving school is emphasized in the *Standards of Quality and Objectives for Public Schools in Virginia*. Standard 2—"Career Preparation," states:

> The General Assembly believes that the ultimate goal of public education must be to enable each student, upon leaving school, to continue successfully a program of advanced education or to enter the world of work. Therefore, each school division shall provide programs . . . that offer . . . vocational education providing marketable skills for students who do not plan to continue their education beyond high school or who do not plan to finish high school.[11]

Evidence of Current Status

The State Chamber of Commerce recently conducted a statewide survey, through a questionnaire, of attitudes toward public education in Virginia. The teaching of vocational skills was rated highest in performance (in 11 categories) of Virginia's schools by the lay respondents. It was rated second highest by professional respondents. The lay groups include the State Chamber of Commerce, Virginia Congress of Parents and Teachers, school boards associations, General Assembly, Municipal League, Association of Counties, and corporation personnel officers.

The professional groups included the Virginia Education Associa-

tion, Virginia Association of School Administrators, Virginia Association of Secondary School Principals, Virginia Association of Elementary School Principals, Virginia Vocational Education Association, Virginia Association of College Registrars and Admissions Officers, and the Virginia Association of Colleges of Teacher Education.[12]

Quantitatively, there were 363,208 students enrolled in vocational courses in Virginia's public schools at all levels during fiscal year 1979. This total includes secondary, post-secondary, and adult programs. It does not include data on community colleges for FY 1979. Table 1 presents comparative data for fiscal years 1978 and 1979.[13] It should be noted that the data on industrial arts education includes only the vocational orientation and exploration programs. It does not include figures for the personal enrichment programs that provide general education in industry and technology. The state supervisor of industrial arts education reports that Virginia has more than 100,000 students enrolled in industrial arts in grades 6-12 annually.[14]

TABLE 1

Enrollment in Vocational Educational Programs for Fiscal Years 1978 and 1979

Program	Secondary		Postsecondary		Adult	
	1978	1979	1978	1979	1978	1979
Agricultural Education	25,845	25,214	351	NA	7,832	9,877
Distributive Education	18,387	16,872	1,658	NA	28,495	22,942
Health Education	2,454	2,335	3,029	125	3,737	1,913
Consumer and Homemaking	74,468	73,465	—	NA	11,384	12,949
Occupational Home Economics	6,640	6,013	49	NA	574	572
Business and Office Education	55,351	58,625	15,872	120	24,540	13,524
Technical Education	—	—	7,271	NA	2,505	NA
Trade and Industrial Education	35,251	35,600	7,803	588	23,203	27,464
*Group Guidance, Remedial, and Other Education	—	—	1,859	NA	18,885	NA
**Disadvantaged and Handicapped Education	(23,468)	(15,888)	(4,937)	NA	(5,870)	6,882
***Industrial Arts Education	52,920	55,010	—	—	—	—
TOTAL	271,316	273,134	37,892	833	121,155	89,241

*Includes firefighters under the "Adult" column previously reported under "Trade and Industrial Education"

**Included in enrollment figures for each program

***Includes only those industrial arts programs identified as vocational orientation and exploration and receiving vocational funds

Source of data: State Department of Education

As indicated earlier in this report with regard to *Standards of Quality and Objectives for Public Schools in Virginia, 1978-80*, the ultimate goal of public education in Virginia is "to enable each student, upon leaving school, to continue successfully a program of advanced education or to enter the world of work." (Objective 2, Career Preparation). In Table 2, data which indicate the extent to which this objective was met in 1978-79 are presented.

A significant aspect of these data is that 87.5 percent of the graduates not continuing their education have marketable skills. This speaks well for vocational education, but it has serious implications because of the 12.5 percent who do not have marketable skills. The 1978-79 annual report of the superintendent of public instruction states that "38 percent of the students who left school without graduating possessed marketable skills."[15]

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[15]Virginia Department of Education, *Superintendent of Public Instruction: Annual Report, 1978-1979*. (Richmond, Virginia: Commonwealth of Virginia, January, 1980), p. XVI.

TABLE 2*

Graduates Continuing Education
Job Entry Skills
Dropouts Grades 8-12
1978-79

GRADUATES CONTINUING EDUCATION							
Number of Graduates (Includes Summer)	Attending Two Year Colleges		Attending Four Year Colleges		Other Continuing Education		Percent Continuing Education
	No.	%	No.	%	No.	%	
67,027	10,061	15.0	23,517	35.1	6,989	10.4	60.5

Totals for the state.

JOB ENTRY SKILLS		DROPOUTS		
Number of Graduates not Continuing Education	Percent with Marketable Skills Not Continuing Education	End of Year Membership Plus Dropouts	Number of Dropouts	Percent
26,460	87.5	414,553	23,431	5.7

*Source of data: *Facing Up 14*, State Department of Education, January 1980.

Student Organizations and Objectives

Each of the seven vocational program services in Virginia has a corresponding student organization. They are as follows:

Agricultural education—Future Farmers of America (FFA)
Business education—Future Business Leaders of America-Phi Beta Lambda (FBLA-PBL)

Distributive education—Distributive Education Clubs of America (DECA)
Health occupations—Health Occupation Students of America (HOSA)
Home economics education—Future Homemakers of America-Home Economics Related Occupations (FHA-HERO)
Industrial arts and occupational orientation/exploration—American Industrial Arts Student Association (AIASA)
Trade and industrial education—Vocational Industrial Clubs of America (VICA)

These organizations are not merely "social" in nature, but are co-curricular and integral parts of the instructional programs of each of the program service areas. Their common goals are to give members the incentive and opportunity to plan careers, to develop civic, social and personal awareness, and to prepare for occupations. In the 1979 fiscal year, these organizations had a total membership of more than 84,000 vocational education students.[16]

Each organization has a state advisor who is affiliated with the State Department of Education and a specialist who coordinates activities for students and serves in an advisory capacity to inservice teachers.

Enrollment in public schools in Virginia has been decreasing for several years; this has had a direct effect on state aid for public schools and on effort to maintain quality education. Of the state's 141 school divisions, 128 experienced a decline in enrollment in 1978-79.[17]

Although there was an overall decrease, there was continued growth in enrollment in vocational education programs during the year. Enrollment in secondary school vocational programs increased from 271,316 in 1977-78 to 273,134 in 1978-79.[18] Reports submitted to the State Department of Education for 1978-79 indicated that approximately 71 percent of all graduates left high schools with marketable skills.[19]

Plans for Development of Vocational Education in Virginia

Virginia has a five-year state plan for vocational education for 1978-82, which was adopted by the State Board of Education in 1977. An annual plan for vocational education is also developed by the State Board of Vocational Education. Both plans have input from the Virginia State Advisory Council on Vocational Education and the state vocational education staff.

The FY 1981 and 1982 annual plan includes objectives for a variety of areas related to vocational education, among which are:

1. Increased enrollments of secondary students in regular occupational preparation programs.

2. Increased enrollments of disadvantaged students in special secondary occupational programs.
3. Construction of facilities for vocational education to include new centers, wings, or additions to existing facilities.
4. Increased enrollments of post-secondary students in occupational preparation programs.
5. Increased enrollments of students in adult programs.
6. Initiation of projects to improve vocational guidance and counseling of adults.
7. Increased number of students in occupational preparation programs who will have a marketable skill upon completion or leaving school prior to completion.
8. Increased enrollments of students in work study programs, and increased number of programs.
9. Increased enrollments of students in consumer and homemaking classes.
10. Increased enrollments of students in orientation and exploration programs.
11. Increased membership in all vocational student organizations.
12. Increased number of teachers who will complete preservice education leading to certification.
13. Increased number of professional personnel who will be enrolled in vocational education inservice programs.
14. Development of competency-based guides and/or units by each program field service.
15. Conduct inservice activities and provide materials for counselors and/or vocational teachers in vocational guidance.
16. Conduct approved projects to develop local vocational information materials.
17. Provide inservice training to local directors and principals.
18. Purchase, duplicate, and disseminate competency-based materials from other states to teachers.
19. Provide instruction in competency-based education to all preservice vocational teachers in teacher education institutions.
20. Conduct an 18-month demonstration project involving a local school division or college contracting with a proprietary vocational school to provide training and placement assistance in an occupational field for which no preparation is currently offered at the LEA originating the contract.

Needs of and Obstacles to Vocational Education in Virginia

Members of the Virginia State Advisory Council visited vocational education programs in the Richmond area in three school divisions, one community college, and a correctional center in 1979. Although the members observed many positive aspects of the programs visited

and were impressed with the attitudes of teachers and administrators, some of the problem areas and concerns that were identified are as follows:

Community Colleges

1. Inadequate facilities at the downtown campus.
2. Inconsistency in the training programs students receive prior to entering the community college.
3. Coordination of computer usage with Virginia Commonwealth University.
4. Articulation of secondary and community college programs.
5. Updated equipment needed in some instructional areas.
6. Inadequate facilities for the horticulture program.

Secondary Schools

1. Inadequate state funds available for replacement of equipment or new equipment to keep up with changing technology.
2. Inordinate amount of paper work and record keeping required by the state.
3. Student apathy.
4. Lack of qualified teachers in trades and industrial arts.
5. Inability of teachers to work with handicapped students.
6. Limited employment opportunities for trainable mentally retarded students.
7. Need increased public relation efforts to promote acceptance of vocational education by academically oriented students and to increase male/female enrollments in certain programs.
8. Inadequate financial assistance available for vocational student organizations.
9. Evaluation criteria should not be solely adhered to placement in the field of training.

Youth Correctional Center

1. Inadequate vocational education offerings available.
2. Closer working relationship needed with the public schools.
3. Age for work permits needs revision.
4. Training available is not adequately related to labor market trends.
5. Limited space available for vocational education programs.
6. Placement and follow-up data are nonexistent.
7. Inadequate inservice program for teacher and other staff personnel.

The problems listed above are similar to, and in some cases identical to, those found by the State Advisory Council at a public meeting held in Winchester in October 1978.

In both instances it was noted that there is an inadequate supply of teachers in agricultural education, trade and industrial education, and industrial arts education. There are several possible and interrelated reasons for this situation:

1. Prospective vocational teachers are not well informed about opportunities in the field of vocational education as opposed to those in other fields. This has an implication for guidance and counseling.
2. The salaries of teachers are low compared to the salaries of college graduates in other fields, such as business, industry, and sometimes government. It is a fact that many vocational teachers leave the field because of low salaries. Their knowledge and skills are in demand in other areas at higher salaries.
3. Many prospective vocational teachers are disappointed with the laboratory (shop) facilities and equipment found at teacher education institutions. They tend to judge the quality of programs by the appearance of physical surroundings. In many cases students have had access to the most up-to-date facilities and equipment at the high schools and community colleges from which they graduated. They expect to find the same or better at the four-year institutions. Unfortunately it is often just the opposite.
4. Because of a carryover from the distant past vocational education has a negative public image in the eyes of many. This is an obstacle that must be diminished.

How the Virginia State Chamber of Commerce Can Help to Enhance Vocational Education

The State Chamber of Commerce can render valuable service to vocational education by:

1. Helping to improve the public image of vocational education through newsletters and other printed media. This could be a cooperative effort between the state and local chambers.
2. Having members of the Chamber of Commerce speak to students on opportunities in skilled occupations in business and industry.
3. Having leaders in vocational education speak at meetings of local Chambers of Commerce to explain the importance of vocational education to the members. It could be pointed out that a pool of skilled labor is a valuable undergirding element to economic growth.
4. Assisting in the coordination of placement of students from vocational programs with places of employment in business and industry.
5. Assisting in the follow-up of graduates of vocational programs

to determine the effectiveness of their preparation for the skilled areas in which they are employed.
6. Serving on local advisory councils on vocational education.
7. Conducting public forums on vocational education.
8. Consulting with members of the state legislature (particularly the Appropriations Committee) in their respective districts on the necessity of providing adequate funds to support vocational education.

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[1]PL 94-482, Vocational Educational Amendments of 1976, Section 195 (1) *Federal Register*, Vol. 42, No. 191—Monday, October 3, 1977.

[2]*Ibid.*

[3]Industrial Arts Education Service. *Vocational Orientation and Exploration: Industrial Arts.* (Richmond, Virginia: State Department of Education, 1974) p. 4.

[4]Virginia State Plan and Accountability Report Committee. *Virginia State Plan for Vocational Education: Administrative Provisions, 1978-82.* (Richmond, Virginia: State Board of Vocational Education, 1977), p. 1.

[5]Virginia Department of Education. *Superintendent of Public Instruction: Annual Report, 1977-1978.* (Richmond, Virginia: Commonwealth of Virginia, 1979) p. 27.

[6]U. S. Department of Health, Education and Welfare Office of Education. *Annual Report of National Advisory Council on Vocational Education: Vocational Education Amendments of 1968, Public Law 90-576.* (Washington: U. S. Government Printing Office, 1969) p. ii.

[7]Virginia State Advisory Council on Vocational Education. *Tenth Annual Evaluation Report.* (Blacksburg, Virginia: Virginia State Advisory Council on Vocational Education, December 1979), p. ii.

[8]Virginia State Plan and Accountability Report Committee. *Op. cit.*, p. 31.

[9]Virginia State Plan and Accountability Report Committee. *Virginia State Plan for Vocational Education: Five-Year Program Plan, Annual Program Plan—1978.* (Richmond, Virginia: State Board of Vocational Education, 1977) p. ii.

[10]*Ibid.*, p. ii.

[11]Virginia Board of Education. *Standards of Quality and Objectives for Public Schools in Virginia, 1978-80.* (Richmond, Virginia: Commonwealth of Virginia Department of Education, 1978). P. 2.

[12]Seyfarth, John T. "Report of Results of a Statewide Survey of Attitudes Toward Public Education in Virginia." (Virginia State Chamber of Commerce, Richmond, Virginia. April, 1980).

[13]Virginia State Advisory Council on Vocational Education. *Op. cit.*, p. 24.

[14]Hughes, Thomas A., Jr. "Industrial Arts is Tooled Up for '80s Thanks to Major Study in Mid-'70s." *Virginia's Voc Ed Voice* (Richmond), January, 1980.

[15]Thompson, Sarah L. "Vocational Student Organization—Why?" *Virginia's Voc Ed Voice* (Richmond), January, 1980.

[17]Virginia Department of Education. *Superintendent of Public Instruction: Annual Report, 1978-79, loc. cit.*

[18]Virginia State Advisory Council on Vocational Education, *loc. cit.*

[19]Virginia Department of Education. *Superintendent of Public Instruction: Annual Report, 1978-1979, loc. cit.*

TEACHER EDUCATION IN VIRGINIA

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Teacher Education

In the statewide survey of attitudes toward public education conducted as part of this study of education in Virginia, better teacher training programs in colleges and universities and better in-service training for teachers were rated by both lay and professional groups as holding the most promise for improving the quality of instruction in the public schools.[1] The following overview of the current situation in teacher education in the commonwealth is based on the study staff's knowledge and involvement with teacher education over a period of several years and on recent discussions with the heads of colleges, schools, and departments of education in Virginia's colleges and universities; selected faculty members of teacher education programs; and staff members of the State Council of Higher Education, the State Department of Education, and the Virginia Education Association.

Current Status. The nature of teacher education programs in Virginia's colleges and universities continues to be determined, in large measure, by the teacher certification requirements mandated by the Virginia General Assembly and the State Board of Education. The required course credit hours in general education (humanities, social science, laboratory science and mathematics, and health and physical education) and professional education (human growth and development, curriculum and instructional procedures, practicum, and student teaching), plus additional requirements for endorsement in a particular field, when added to institutional requirements of students in all programs, leave little room for diversity or flexibility in teacher education programs.

The current undergraduate programs for the pre-service preparation of teachers basically consist of two two-year components. Prospective teacher education majors devote most of the first (freshman and sophomore years) to course work in general education, consistent with institutional and state teacher certification requirements.

Most of the professional coursework in education occurs in the second two-year component (junior and senior years). In the junior year teacher education majors study such areas as human growth and development (physical traits, learning and intelligence, social and emotional behavior, personality and adjustment, with emphasis on childhood and adolescence), curriculum and methods (skills, teaching techniques, and instructional materials appropriate to a particular

grade level and/or subject area), and practicum field experience (observations, tutorials, and practical experience in interacting with children in the schools and other group situations). These professional courses cover such topics as individual differences in learning and motivation; the application of the principles of learning and child development to the teaching of the basics; techniques for evaluating pupil progress, diagnosing learning difficulties, and varying instruction to fit individual needs and capabilities; and methods of classroom organization and management. It should be remembered, however, that colleges usually require teacher education majors to take more than half of their coursework in the arts and sciences.[2]

In the senior year teacher education majors are required to devote their fall or spring term to student teaching, a culminating experience described by one Virginia teacher training institution in the following terms:

> The major purpose of student teaching is to enable the preservice teacher to apply, in the public school classrooms and comprehensive child development programs, those skills, understandings, and attitudes acquired in all components of teacher education. Under the guidance of cooperating teachers and university supervisors the student is provided activities designed to familiarize him/her with all aspects of the classroom teacher's role.
>
> Throughout the entire period of teaching, the students are closely supervised by master teachers who observe their work and instruct them in the methods used. . . . Students are given the opportunity to teach in their major area or special field.
>
> This experience should be the culmination of the professional sequence for the preparation of teachers. The prerequisites for this experience are all the other steps in the sequence. Initial screening of the students should have occurred at all levels of the sequence and this final student teaching experience should unfold as one for which the student is totally prepared and suited.

The process for screening teacher training candidates actually begins when all applications for freshman or transfer admission to a particular college or university are evaluated in terms of such basic criteria as high school grades and standardized test scores. Since this first screening is for admission to the institution rather than to one of its specific programs, the standards and requirements of programs in teacher education are primarily operative at three subsequent points: (1) that for admission to one of the major teacher training programs in a college or department of education; (2) that for entrance to the student teaching phase; and (3) graduation with the baccalaureate degree.

Application for admission to a particular teacher education program

or major (e.g., elementary education) is typically required during the second (sophomore) year of college study. In most institutions this screening focuses on grades earned in college courses (a minimum cumulative grade-point average of 2.0 (C) or 2.5 (C+) is usually required); evidence of good character and personal relationships, of physical and emotional health, and of proficiency in oral and written English; and, in some cases, satisfactory completion of a classroom observation/practicum experience in the schools.

The second systematic evaluation of teacher education majors usually occurs just prior to the term in which the student teaching experience is scheduled. At that time the student's suitability for teaching is assessed in terms of his/her moral character, absence of disqualifying physical and/or emotional handicaps, subject matter mastery, professional competencies, and attitude and professionalism.

The third and final screening of teacher training candidates takes place after the work of the final term has been completed and just prior to graduation, to insure that each teacher education major has satisfied in both quantity and quality all of the institution's (and state teacher certification) requirements with respect to general education, common professional core, concentration, and student teaching. (Some institutions also require all teacher education majors to take the National Teachers Examination prior to graduation.)

Areas of Concern. In its 1974-75 study of the professional component of teacher education programs the Virginia Association of Colleges of Teacher Education emphasized that the preparation of teachers for our schools must be regarded "as a professional enterprise comparable to the professional preparation involved in architecture, law, engineering, medicine, and other professions for which specific and controlled preparation and licensing are required."[2] Questioning whether there could be one "best" program for the professional preparation of teachers, this study underscored the importance of flexibility and diversity in the development of teacher education programs. To accommodate recognized differences in institutional roles and missions and in the populations for which they prepare teachers, it recommended that professional preparation requirements for teacher certification be expressed in terms of competencies rather than in terms of specific courses and/or credits. Among its other concerns and recommendations:

> Teacher education programs should be field based and provide for early and continuous involvement of prospective teachers in the activities of schools, an approach that "bridges the gap between abstract theory and classroom practice, tends to eliminate unsuitable students, develops the confidence of prospective teachers and produces a more skilled beginner teacher".[3]
>
> Teacher education programs should be adequately supported

in terms of the resources (faculty allocations, administrative support, special equipment, curriculum laboratories, etc.) needed to conduct high quality programs, recognizing that "Teacher preparation should be considered comparable to preparation for any other profession".[4]

More recently, in its 1979 update of *The Virginia Plan for Higher Education*, the State Council of Higher Education for Virginia accorded special attention to teacher education programs as one of six issues with special importance for Virginia higher education in the years immediately ahead. Noting that the public schools of the commonwealth employ approximately 65,000 instructional personnel at a time when a larger number of Virginians is certified to teach and when the decline in public school enrollments is expected to continue in the 1980s, the Council observed that this "dislocation between the demand for teachers and their supply offers a number of opportunities for creative change"[5] in teacher education programs. Among the challenges it envisioned for those involved with teacher education programs were the following:

Additional preservice and inservice opportunities to help regular and special education teachers develop skills for working with children who have disabilities.

Programs for preservice and inservice preparation of teachers for the multiracial, multilingual, multicultural schools of tomorrow.

Increased dialogue between the public school and higher education sectors to facilitate:

(a) the development of the whole of state-supported education, from kindergarten through graduate school, as a coherent educational experience;
(b) the identification of teacher competencies with an appropriate balance between the theoretical and the practical as a basis for competency examinations for teachers; and
(c) the designation of model teacher education programs at selected institutions of higher education, distributed geographically around Virginia, as the primary focus of new program development in the field.

Further differentiation in the missions of schools of education to allow greater focus on the specific needs of the areas they serve, eliminating less-needed programs as new programs are proposed to serve changing needs.

Improvement in the overall quality of teacher education programs, including attention to the development of individual skills to the highest possible degree.

Revision of teacher certification requirements to emphasize ability/competency rather than credit hours earned.

Graduate and continuing education opportunities that allow

teachers, like other professionals, to concentrate on the mastery of both subject matter and skills.[6]

Uppermost among the concerns of those participating in the current study was the continuing need to attract the brightest and ablest students to the teaching profession, to strengthen the total pool of teacher education applicants. In the words of one dean,

> Over the past several years public education has taken a "beating" in the press and in the public eye. The consequence of this has been that "the best and the brightest" are no longer attracted to teacher education. If we are to provide first-rate teachers for schools, we simply have to have better students interested in teaching careers.

Concern about the qualifications of those preparing to be teachers was also reflected in the "Amendment in the Nature of a Substitute for House Joint Resolution No. 100" of the 1980 Virginia General Assembly, in which it was "Resolved by the House of Delegates, the Senate concurring, that state institutions of higher education with teacher training programs are requested to review their standards for acceptance of students into these programs in order to ensure that the standards equal or exceed those for other fields of study. . . ."

Given the current surplus of certified teachers in some fields, it has been suggested that now is an appropriate time for teacher educators to confront the problem by simply raising the standards for admission and retention in their programs. Others, however, suggest that this concern about the qualifications of prospective teachers is part of a more complex, chicken-and-egg situation that will be resolved only when the financial and other rewards offered to teachers more nearly approximate those accorded members of other professions. In answer to the question, "Will better rewards yield better teachers?" a recent study under the auspices of the Southern Regional Education Board offered the following observations:

> Changes in the pipeline by adding to or tightening the key filters along the process probably will not, in and of themselves, change drastically the quality of teachers produced. The history of other professions is clear on this point. While a more vigorous, demanding, and intellectually stimulating process will attract better students, it is the reward at the end of the process that will make the final goal sought, and the process tolerated, by the better students. Then they, in turn, will be the examples that encourage other students to work hard to meet the new standards. Until salaries are raised, working conditions improved, frustrations reduced, and societal recognition and respect moved up-

ward, supplies of the new quality teacher will probably continue to be low.

Commenting on the necessity of public support for quality education, one of the present study's participants put it more succintly by observing that "No institution within society is held so "accountable" for its product, receives so much public attention to its failures, and has virtually no one to champion its successes. There is simply little support for teaching as a profession".

Another area of concern is the growing number of external constraints on the curricula of teacher education programs. Some of the participants in this study feel that the quality of teacher education could be improved by increasing the amount and depth of professional courses and practica (for which four years may not be sufficient), but they are convinced that this cannot be accomplished with undue outside control or imposition. This concern is aptly stated in the response of one respected teacher educator:

> Every time the General Assembly or State Board meets, new course requirement(s) on teacher preparation programs are imposed on the curriculum. Right now, our undergraduate programs, particularly in the secondary area, are simply overloaded with requirements. It would appear as if the university faculties have lost control over the planning of the degree or certification programs. (Every time a new line of legal thought is introduced, the General Assembly does not require a course to be added to the law curriculum, etc.) Greater emphasis on a definition of needed product and less emphasis on telling us "how to do it" would be of immeasurable help.

Even though many of Virginia's teacher training programs have, in recent years, implemented earlier and a greater variety of field experiences for prospective teachers, a number of people believe that teacher educators must do an even better job of providing such opportunities. In the words of one leader of Virginia's education community, "Are colleges giving prospective teachers experiences in the environment in which they will be working?"

One Virginia institution is attempting to address this very real concern by requiring all of its students who desire admission to degree programs in teacher education to complete, in the sophomore year, a 40-hour field experience, evenly distributed between 20 hours in an elementary school and 20 hours in a secondary school. The objectives of the course are summarized as follows:

1. To give the university student an opportunity for first-hand contact with school pupils and programs.

2. To help the university student decide whether teaching is the correct choice for him/her.
3. To motivate the university student to consider the implications for teaching in all of his/her course work at the university.
4. To help students gain insight into the art and skill of teaching.
5. To allow students to experience the complete role of the teacher insofar as possible.

This same institution also requires all of its student teachers to spend one of their two seven-week teaching periods in the senior year in an urban or multi-cultural situation.

Other concerns expressed about teacher education included the need for greater agreement on the components/competencies of effective teaching; improvement in the quality of critic (supervising) teachers and university supervisors of student teaching; integration of multicultural and special education requirements in all teacher education programs; further improvement of the image of teacher educators with other colleagues in their institution at large through greater cooperation and use of their expertise in teacher education programs; establishment of a financial base adequate to support quality programs for both preservice and inservice teachers; maintenance of an on-going working relationship between teacher educators and local schools, based on recent and direct experiences in the schools; increased cooperation between institutions of higher education and teacher organizations; more opportunities and lead-time for working cooperatively with school divisions in planning and providing high quality inservice training; and greater utilization of teachers in the design of inservice education programs for them.

Positive and Encouraging Trends. For a number of years the State Board of Education has been advised on teacher preparation and certification matters by a Teacher Education Advisory Committee. The composition of this 17-member body has recently been expanded to include representatives of school boards, school administrators, classroom teachers, and parents, as well as three teacher educators. At the present time its subcommittee on certification is reviewing the whole certification process, both preservice and inservice, and following public hearings later this year, anticipates offering recommendations for its revision and improvement. Present indications are that the subcommittee is moving toward the further definition and possible utilization of teacher competencies in new approaches to the certification process.

In the past many of the parties with a legitimate interest in the preparation of teachers—institutions of higher education, state agencies, local school divisions, and teacher organizations—have frequently appeared to be in competition and seemingly worked at cross purposes. Many of these groups are manifesting a new interest

in cooperative undertakings to achieve mutual goals and benefits for all. It is encouraging to witness their working together on problems to be solved rather than constantly trying to assign blame for the current situation.

Compelling external conditions such as those generated by the present energy situation are also stimulating promising new approaches to such important areas as professional development. More and more people, for example, are beginning to recognize the feasibility and validity of school-based inservice training programs for teachers and other educational personnel.

Role of the Virginia State Chamber of Commerce. The following representative comments from participants in the study offer a number of insights into how the Virginia State Chamber of Commerce can most effectively assist the education community in meeting the challenges currently facing teacher education:

> The Virginia State Chamber of Commerce can best assist by using its influence and good offices to ward off the blows of those, well-represented in legislative bodies, who would condemn all education if, as it seeks to teach all children, it does not homogenize all the children. The "standards of quality" and like endeavors are attempts to translate the quality control of the assembly line to the classroom. Inasmuch as quality control does not work with the inanimate—witness the daily posting of product recalls—why should one assume that such procedures will work with far more valuable and capricious human beings?
>
> The State Chamber could embark on a campaign to educate the public concerning the demands of being a classroom teacher and the overriding needs of today's students and teachers which are not being met in schools because of outside restrictions and influences. When the knowledge and respect of society for the classroom teacher are appropriate, the quality of education in America will increase. The best education is not facilitated by "third class citizenship" nor is it cheap!
>
> Education needs not only helpful critics, but resourceful and articulate champions. Good education is a critical community investment. It would appear to me that the Virginia State Chamber of Commerce could play a critical role, as I believe this project is designed to do, in articulating a much better balance and image for education. No profession: law, business, medicine, etc., are without their limitations and problems. However, the giant successes in those professions seem to get front page coverage and failures are quietly reported. The reverse is true of public education! It has become society's scapegoat. Any role that the Chamber could play in reversing this would be to all of our benefits.

A positive public relations program supported by the kind of leadership in Virginia to be found in the State Chamber of Commerce is vitally needed. We need to redevelop a positive public attitude toward public education and the teaching profession.

Conclusions and Recommendations. The challenging times in which we live have accelerated the nature and the number of demands made on teachers in our schools and thereby have underscored our need to have maximum knowledge of the teacher's role and performance. Identification of the competencies required by the effective teacher and determination of the appropriate balance between theory and practice in the preparation of teachers are illustrative of the basic questions that continue to challenge teacher education. More, not less, attention must be devoted to the resolution of these fundamental issues, many of which are multi-level problems for which simple solutions rarely exist.

Quality in any field of human endeavor is generally realized in direct proportion to the resources committed to the venture. Statistics from studies by the State Council of Higher Education suggest that if teacher education is to improve its performance as a professional enterprise, additional financial support may well be required.

Costs of Instruction per Student-Credit-Hour, 1977-78

Discipline	Undergraduate		Graduate and Professional	
	Fr-Soph	Jr-Sr	1st Yr	Advanced
Architecture and Environmental Design	$34.90	$56.48	$146.04	$361.17
Education	36.19	42.07	77.95	236.63
Engineering	49.36	70.20	177.39	356.65
Health Professions	49.81	68.29	110.15	551.36

Source: State Council of Higher Education for Virginia, "Discipline Unit Costs by Discipline Divisions, DMM Data 1977-78, Regular Session Only," May 1980.

The recent joint meeting of the State Board of Education and the State Council of Higher Education was significant, at least symbolically, in emphasizing the necessity of on-going consultation and cooperation among the various levels and sectors of education. If teacher education in Virginia is to move forward in the critical years ahead, it must involve a working partnership of all who relate to teacher preparation in both its preservice and inservice aspects—colleges of education, state boards and agencies, local school divisions, administrator and teacher organizations, parents, and others with a constructive interest in strengthening the profession. Solutions to current problems will require a climate of genuine cooperation (without assigning blame), increased trust in others, and, when appropriate, abandonment of individual "bags" of panaceas.

The public schools are a responsibility of us all. In fulfilling this obligation we must be not only constructive critics of those who prepare teachers for them but also their advocates and champions, working with them to repair deficiencies and giving credit when credit is due.

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[1]See survey results reported in Chapter .

[2]Virginia Association of Colleges of Teacher Education, *The Professional Preparation of Teachers*, May 1975, p. 4.

[3]Ibid., p. 11.

[4]Ibid., pp. 12-13.

[5]State Council of Higher Education for Virginia, *The Virginia Plan for Higher Education–1979*, p. 34.

[6]Ibid., pp. 32-34.

[7]Robert E. Stoltz, *Teacher Education and Certification: State Actions in the South*, Southern Regional Education Board, Atlanta, 1979, p. 15.